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ABSTRACT

These hearing transcripts present testimony concerning the proposed Improving America's School (IAS) Act of 1993, which embodies the Clinton Administration's program for transforming the Elementary and Secondary Education Act of 1965. Testimony was heard from U.S. Secretary of Education, Richard W. Riley, accompanied by Marshall Smith, Under Secretary of Education, and Tom Payzant, Assistant Secretary for Elementary and Secondary Education. Secretary Riley outlined the major points of the IAS Act, emphasizing the need for a holistic approach to education that focuses on the student, family, school, and school system, and not simply on specific deficiencies. The Act emphasizes: (1) high standards for all children; (2) a focus on teaching and learning; (3) targeting resources to where needs are greatest; (4) flexibility coupled with greater accountability; and (5) linking schools, parents, and communities. Prepared statements and additional materials were presented by Secretary Riley; Representatives Eliot L. Engel, Gene Green, and Thomas C. Sawyer; and Mary Ann Smith, the coordinator of the National Writing Project. (MDM)

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HEARING ON H.R. 3130: IMPROVING AMERICA'S SCHOOL ACT OF 1993

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HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC, SEPTEMBER 23, 1993

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HEARING ON H.R. 3130: IMPROVING AMERICA'S SCHOOL ACT OF 1993

THURSDAY, SEPTEMBER 23, 1993

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to call, at 10:05 a.m., Room 2175, Rayburn House Office Building, Hon. Dale E. Kildee, Chairman, presiding.

Members present: Representatives Kildee, Miller of California, Sawyer, Owens, Unsoeld, Reed, Roemer, Mink, Engel, Becerra, Green, Woolsey, English, Strickland, Payne, Goodling, Gunderson, McKeon, Miller of Florida, Roukema and Boehner.

Staff present: Susan Wilhelm, staff director; Andy Hartman, education coordinator; Jack Jennings, education counsel; Diane Stark, legislative specialist; S. Jefferson McFarland, legislative counsel; Tom Kelley, legislative associate; Margaret Kajeckas, legislative associate; Jane Baird, education counsel; Lynn Selmser, professional staff member; and Vic Klatt, professional staff member.

Chairman KILDEE. The Subcommittee on Elementary, Secondary and Vocational Education convenes today for its 17th Washington hearing on the reauthorization of the Elementary and Secondary Education Act and related programs.

The witness this morning is the Honorable Richard Riley, the Secretary of Education, former Governor of South Carolina, and one which I am privileged to number among my dear friends. Behind the Governor is his wife, Mrs. Riley, whose company I have enjoyed along with Mr. Riley at dinner on a number of occasions. Secretary Riley will be testifying on the administration's reauthorization proposal, the Improving America's Schools Act of 1993.

I am pleased to announce that I will be introducing this legislation today with bipartisan support among the subcommittee Members. Most of the great strides in education here have had strong bipartisan support, and I am very happy over the fact that the bill we drafted today will have bipartisan sponsorship.

The Improving America Schools Act of 1993 is one of the most carefully thought out reauthorization proposals I have seen in my 17 years in the Congress and I think perhaps the greatest move forward since the Act was started under Lyndon Johnson. It speaks of high standards for all children, a focus on teaching and learning, and increased flexibility at the local level combined with greater ac-

countability and will provide a framework to guide the reauthorization process.

I want to thank Secretary Riley for making his staff available to the subcommittee as we work through the reauthorization process.

Second, Assistant Secretary Tom Payzant has spent many, many hours in staff briefings so far and is called to return again next week, and that has been extremely helpful. I know that the staff appreciates very much having someone of your stature sitting in with them as we work our way through this bill.

I personally am appreciative of that. I appreciate his efforts and those of the other Department staff who have participated in these meetings. These meetings have really been helpful to the Members through their staffs as we begin to discuss some of the issues that will be points of discussion as we prepare for markup.

I want to move the reauthorization as quickly as possible, and I am planning to schedule subcommittee markup hopefully from mid to late October. We have the benefit, of course, of the hearings that we have had since last February.

Mr. GUNDERSON. I thought we adjourned October 8.

Chairman KILDEE. That was very hopeful. I have been married 29 years and have been in the legislative business for 29 years, and my wife has told me that no Speaker has been right as to the time we will adjourn. My wife is generally right in those matters. So don't buy any tickets you can't return.

Is Mr. Ford here yet? Mr. Goodling is on his way.

We are going to dispense with general opening statements, but I would like to give the Minority a chance to make some opening remarks. And, in the absence of Mr. Goodling, Mr. Gunderson, perhaps you would like to play that role.

Mr. GUNDERSON. Thank you very much, Mr. Chairman.

It is hard to believe that after last night we are switching quickly from health care into education, but you know the Elementary and Secondary Education Act is really the foundation of every American's ability to succeed and compete and even understand their role and needs in health care. And I hope we understand how important this is from a foundation perspective.

Secretary Riley, I know I speak for all the Republicans on this side of the aisle when I say we are delighted that you are here. We look forward to working with you on this. Many of us have agreed to cosponsor the introduction because we believe the basic direction of the bill is clearly in the right direction, and we want to be a part of this process in a bipartisan way.

I also know I speak for every Republican that—when I say cosponsoring this bill doesn't mean that we endorse the Chapter 1 formula that is in the proposal. My only hope is—and I say this to not only you, Secretary Riley, but to everyone in the room. I hope understanding the importance of the Elementary and Secondary Education Act reauthorization becomes a lot more than a fight over Chapter 1. Because if this reduces itself to nothing more than a Chapter 1 formula fight, then we have done a real disservice in laying the foundation of elementary/secondary education for the 21st century, and I think that is what this is really all about.

Thank you, Mr. Chairman, for the opportunity. We look forward to working with you. And after your testimony, obviously, we will have some questions and comments at that time.

Chairman KILDEE. Thank you.

I would like to acknowledge the presence of the Under Secretary of Education, a good friend of mine also. We served on the National Council of Standards and Testing together. Marshall—Mike—Smith.

Mr. Secretary, you may proceed with your testimony.

STATEMENT OF HON. RICHARD W. RILEY, SECRETARY OF THE DEPARTMENT OF EDUCATION, ACCOMPANIED BY MARSHALL SMITH, UNDER SECRETARY OF EDUCATION, AND TOM PAYZANT, ASSISTANT SECRETARY FOR ELEMENTARY AND SECONDARY EDUCATION

Secretary RILEY. Thank you, Mr. Chairman, and thank you for your comments—and Mr. Gunderson's.

Mr. Chairman, I have submitted my complete statement and the prospectus for the record, and I will present a much shorter version, if I might.

Chairman KILDEE. Without objection, your complete testimony will be included in the record.

Secretary RILEY. Thank you, sir.

And I, as you pointed out, have with me Under Secretary Mike Smith and my Assistant Secretary for Elementary and Secondary Education, Tom Payzant, and the people who have worked with your staff an awful lot of hours. I am proud of them and what they have done to move us to this place here this morning.

I would say to you, Mr. Chairman and Members of the committee, that I come today to present the Improving America's School Act of 1993. This is, of course, our proposal to transform the Elementary and Secondary Education Act of 1965 (ESEA), the Federal Government's largest commitment to education for this Nation's children. This legislation represents President Clinton's absolute commitment that we will not forsake the children of America.

Almost 30 years after ESEA was first enacted, our Nation's children are struggling. It is a sorry state of affairs, and I tell you that very seriously. More children live in poverty than ever before, almost one out of five. It is really, in my judgment, a scandal of increasing proportions that means that the demand for ESEA services is on the increase and will continue to rise all through the 1990s. You notice Chart 1 which indicates that certainly child poverty has been on the increase since around the 1970s.

An article in this morning's *Washington Post* cites findings from a recent comprehensive study. The United Nations' Children Fund found that 20 percent of the U.S. children live below the poverty line, twice the rate of any other industrialized country. Most European countries range in the area of 5 percent. Dramatic numbers as we embark on this undertaking.

I can tell you further that poor children who go to schools with high concentrations of poverty, those that we refer to as high-poverty schools, are falling farther behind despite our best efforts to help them. In Chart 2 it shows that in the high-poverty schools achievement goes down as children go forward in their grades. And

in the low poverty schools, achievement stays the same or increases. In other words, poverty seems to drag them down as they go forward in school. And, further, an increasing number of these children, approximately 2.4 million, speak English as a second language.

Our response to this new face of education, the increasing poverty, the increasing lack of resources for children most in need and the growing gap between our expectations and what our children are actually achieving—ESEA's current budget is around $9 billion. Title I will receive about $6.3 billion in fiscal year 1994. Under our proposal funding for Title I will increase to approximately $7 billion in fiscal year 1995, an increase of $700 million or about 10 percent.

How are you, Mr. Goodling?

In its nearly 30-year history, ESEA has played a critical role in focusing our attention on the needs of at-risk children and the importance of learning basic skills. Surely that has contributed to the continuing rise of test scores among minority American students.

But times have changed. Not only has poverty increased but demands on our workforce have also increased. Our students need higher skills and greater knowledge to hold down jobs and to raise families with some sense of security in this new information age that we are now entering. For ESEA to be effective we must go in a new direction.

Every evaluation of ESEA tells us that its resources are spread too thin. They do not reach some of the children who are most in need, and its separate and fragmented programming has led to the lowering of expectations for participating children.

I sometimes feel like the proverbial undertaker trotting out report after report that tells us that we don't achieve at the level that we should. The National Reading Report Card, which we released last week, involved the testing of some 140,000 students as a case in point. This report tells us that the majority of our children are able to read at a basic level, but almost two-thirds are not reading as well as they should be able to in order to function in this new economy.

And that is the key to this new test and new kind of look at what is necessary to function in today's economy. It tells us the unhappy and troubling news that 25 percent of all seniors are reading at below a basic level of literacy when they are about to graduate from high school.

How do we help these children get ready for life if we continue to give them a watered-down curriculum? These children are not dumb. And they realize all too often that they are being sorted out and left out and put on the economic margin for the rest of their lives, not because they are simply poor but because we have lowered our expectations and come to accept the minimum as all that they can achieve.

There is also some encouraging news. The Reading Report Card tells us that children learn to read at higher levels if we place a strong emphasis on literature-based reading and integrating reading and writing. If we get beyond the ditto sheets and get into the excitement of real literature, our children read at a higher level. It is a simple idea but sometimes difficult to implement.

The same is true in report after report on the impact of taking tougher courses, like tougher math courses.

All of this is to say one thing: We have gone about as far as we can in operating Chapter 1 as a separate, distinct supplemental program to raise the basic skills of at-risk students. The Chapter 1 program—and for that matter every ESEA program—to be effective in today's world must integrate with and become a driving force for the ongoing national school reform effort.

Tuesday night at our monthly National Town Meeting, a Chapter 1 teacher told us that we would be absolutely amazed at how much Chapter 1 students can learn if we expect more of them and use a variety of teaching and learning strategies focused on high standards.

Our proposal reoriented the ESEA in that way. It shifts the emphasis from serving narrow categories of problems to improving every facet of a child's life during a schoolday. The best Chapter 1 program in the world will not make much of a difference if the child spends the rest of the schoolday doing classwork that is less than adequate and the expectations are not there.

Our aim is to help the whole family, the whole school and the whole school system.

This shift in emphasis underscores and is a natural follow-up to the Goals 2000 Education America Act that this committee has supported and also the School to Work Opportunity Act, which dovetails with Goals 2000.

This measure, the Improving America's School Act, provides a critical opportunity for the Federal Government to reinforce its role as a partner in comprehensive and systemic reform.

Five principles are at the center of our proposal. The President last night had six principles, and I am sorry, I only have five today.

Our first principle, high standards, is based on fairness as much as it is on need. High standards set by States must replace minimum standards for children—all children, regardless of economic or social background.

As you can see by Chart 3, the majority of States are well along in the process of school reform. And I think this is important for us to note. We are not out here in left field doing something that is not part of where the general thinking is in the education world, especially in the States and the school districts. But we are moving forward this great process, we think, in a very important way.

If you will notice, the green is the implementation level, the red planning and the blue where there is no activity. So you can see that there is a very fragmented difference from State to State, which is natural under our system. All of this helps that become more uniform in moving in a very powerful direction.

Under our proposal textbooks, teaching practices, and tests should all be geared to a set of challenging State content and performance standards. We believe, for example, that aligning Chapter 1 with new State assessments will go a long way toward breaking down the reliance on low-level, multiple-choice testing that has driven a very narrow curriculum.

Our second principle, emphasizing teaching and learning, especially through the emphasis on professional development, recognizes that we cannot raise standards for students without also

helping teachers acquire new knowledge and skills that will help them teach to those standards. Meeting our third and fourth national education goals depends upon the ability of our teachers to teach to high standards to diverse students.

Our proposal would establish an expanded and strengthened Eisenhower Professional Development Program to support and encourage efforts at all levels to help teachers upgrade their knowledge and their skills. We would safeguard basic funding levels for professional development in math and science and move at the same time to improve professional development in all other core courses.

Our third principle, targeting of resources, we need to think how we reallocate our funding. We know that if ESEA funding continues to be spread too thinly, high-poverty schools will not be able to close the achievement gap. The current Chapter 1 formula distributes funds to virtually all counties in the Nation, 93 percent of all school districts, and two-thirds of the Nation's schools, yet leaves many of the country's poorest children in the poorest schools unserved. It is clear that we should better target our limited resources to the most needy schools and children.

Thirteen percent of high-poverty schools, for example, do not receive any Chapter 1 funding, and a third of the low-achieving children in high-poverty schools do not receive Chapter 1 services. At the same time, almost half of the schools with small percentages of poor students, the least needy schools in America, receive Chapter 1 funds.

I know that in proposing a new Title I formula to concentrate resources in our poorest areas I am asking many of you to make hard decisions about how to maximize the impact of a limited amount of funds. But when you are in deep water, you need a long rope to get pulled out. The same is true of these children. Those in the deepest water need the longest rope.

I am here, therefore, proposing a revision of our Title I funding formula. And under the new formula, 50 percent of all Title I funding would be funneled to those school districts with the most concentrated and highest levels of poverty.

In addition, half of the funds distributed to counties under the Safe and Drug-Free Schools Act would be distributed according to States' shares of Title I funds.

Our fourth new direction, flexibility, seeks to give frontline teachers and principals greater flexibility in Federal regulations in return for increased accountability for improved learning and skills. I believe we must make good on our promise to reinvent government and to forge a new partnership with State and local officials.

We will encourage more teachers and parents to take part in reforming many of our Nation's poorest schools by increasing the number of those schools eligible for schoolwide programs. We lower the 75 percent poverty level in 1995–1996 to 50 percent to be eligible for schoolwide programs.

Lowering the current threshold will allow 12,000 more of our poorest schools to combine Federal program funds and find new, creative ways to serve all children in the school, such as extending the schoolday or strengthening all core subjects. By holding schools accountable for results and rewarding those that improve, we hope

to end the existing system of perverse incentives that cause schools that do better to lose Chapter 1 funds.

We also seek to inject flexibility in other ways as well by allowing the consolidation of administrative funds at the State and district levels, by encouraging consolidated applications and plans, by increasing the ease of obtaining waivers, and by my commitment to reduce Federal micromanagement after this Act is passed.

Innovation has to take place at all levels as well. Here I am talking about the use of technology. We are clearly lagging there. I am very pleased that we have recently acquired the services of Dr. Linda Roberts, a new resource, who will have special emphasis on technology in education and who has had a long experience here with the Congress. And so that is an area we certainly are paying special attention to.

And also the tapping of charter schools, giving the public schools an element of choice, along with magnet schools, in creating new ways to teach our children.

Our fifth new direction, linkages, is to link up our schools, parents and communities more closely.

The simple, most direct way to improve our schools is to slow down the pace of our lives and help our children grow. I call this Riley's rule. I have referred to it from time to time and it is simply that, if a parent will spend some time each evening working with his or her child, we could literally transform this Nation.

I used to say "work at least an hour," and my wife informed me that an hour with some age children is right difficult to come about. So I say now "some time"—or I ought to say "a lot of time."

Now this isn't pie-in-the-sky thinking or even the acquired wisdom of a grandfather like myself. The results of the National Reading Report tell us rather convincingly that children who report just having a weekly discussion with a parent or a family member about their schoolwork read at a higher level. Just a discussion.

Our proposal seeks to give parents a stronger role in the education of their children through parent-school compacts and better coordination with health and social services. We want Title I funding to be kind of the superglue that allows this new Chapter 1 to link up with other programs when it makes obvious sense in order to help children.

Finally, let me say that fighting drugs and violence has to be a part of all of our agenda. It is a sad reality in the neighborhoods and schoolyards of the 1990s. So we have sought in every way to make the Safe and Drug-Free Communities Act responsive to this reality by supporting innovative efforts to create safe school environments.

Mr. Chairman, these five new directions define, I think, the work that we have done in rethinking ESEA, and I urge the Congress not to be modest in rethinking how we can reform and improve ESEA's many fine programs.

If we do not give up some of our old assumptions we run the risk of putting these children even further behind, not just because of poverty, but because we are unwilling to raise our own standards and reinvent our education programs to give more of these children a real shot at the economic mainstream.

I look forward to working with this committee, as I have in the past, and its fine staff. And I know how committed the Members are to the success of the ESEA. I remember the wisdom of the proverb, he who loves correction loves knowledge. And I am sure that my knowledge, as strong as it might appear to me, will increase manyfold as we go through this important process, and I think we will all be the better for that.

So I thank you very much, and I would be happy to respond to questions.

Chairman KILDEE. I thank you very much Mr. Secretary.

[The prepared statement of Secretary Riley follows:]

STATEMENT BY
RICHARD W. RILEY
SECRETARY OF EDUCATION
BEFORE THE
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND
VOCATIONAL EDUCATION
OF THE
HOUSE COMMITTEE ON EDUCATION AND LABOR
SEPTEMBER 23, 1993

The Improving America's Schools Act of 1993 is our proposal for dramatically transforming the Elementary and Secondary Education Act (ESEA) of 1965, the Federal government's largest investment ($10 billion annually) in K - 12 education.

Enacted as part of President Lyndon Johnson's War on Poverty, the ESEA offered Federal support, for the first time, to schools in low-income communities. Federal assistance focused on those students most in need of skills and knowledge that would help them get ahead: poor children.

In the years since, those needs have become more acute. Too many of our children are leaving school without the knowledge and skills required to continue their education, to earn a living, or to participate in our increasingly diverse democracy. Of the 40 million adults who read at the lowest level, nearly half live in poverty. Education is vital to strengthening our nation's competitiveness and ensuring the health and welfare of our citizenry.

In its nearly 30 history, ESEA has contributed to improvements in American education. The needs of at-risk children, which were once ignored, are now recognized; and the academic achievement of these children has improved, particularly in basic skills. ESEA resources helped poor children, limited English proficient students, migrant youth and other children with special needs begin to narrow the differences in their achievement compared to other students. From 1978 to 1990, the gap in math performance between students in disadvantaged and advantaged urban communities closed by nearly a third. Public awareness about the role of schools in combating illegal drug use has grown, and most schools have curricula and policies to prevent drug abuse. Opportunities for professional development have expanded, as has support for instructional innovation.

Despite these successes, evaluations indicate that ESEA resources have seldom triggered the kinds of transforming changes that our schools need -- particularly in economically disadvantaged communities. Resources are spread thinly, instead of being targeted to where the needs are greatest. ESEA programs tend to operate independently of each other and of regular classroom instruction, focusing on narrow categories of need instead of the comprehensive learning needs of each child and the whole environment of a school. Separate and fragmented programs have led to fragmented practices and resulted in separate -- and lower -- expectations for participating children.

I think that all of us in Washington need to make a concerted effort to look beyond "quick-fix" solutions to the myriad problems our children face. Naming a problem, and creating a program to ameliorate it, is neither a comprehensive, nor a truly responsible way to go about making real improvements in the complex lives of children and the world in which they live.

Too many of our children worry that they will not survive the trip to and from school. Too many spend their evenings in front of the television, instead of reading or doing homework with a parent. In an era where we have begun to look beyond basic skills, and to talk about helping our children reach higher levels of knowledge and understanding, too many of our students have trouble reading a newspaper, or filling out a job application.

We cannot prepare our children for the challenges ahead if we do not challenge them today in the classroom. New, rigorous curricula and assessments will require new, innovative ways of teaching. Right now, many teachers lack the time and resources to learn about the new math standards, or to begin experimenting with portfolios and other assessments that will provide insight into what their students actually know and are able to do. The success of teachers, like that of their students, is measured by results based on standardized, multiple choice tests of basic skills.

Many of our children, particularly those who are poor, limited English proficient, migrant, or homeless, or have other special needs, are prisoners of our low expectations. It is time to raise our expectations for all children and to align all aspects of education -- curriculum, professional development, and assessments -- to high standards.

Asking more of our children will require all of us who care about children -- teachers, parents, principals, community members, businesses, social service providers, and local, State, and Federal policymakers -- to ask more of ourselves as well. We must forge new partnerships and find new ways to integrate and coordinate previously disparate educational policies and practices.

The Goals 2000: Educate America Act would support efforts to align education systems in school districts and States throughout the nation based on common ideas about what all our students should know and be able to do. Systemic reforms -- changes in what students study, how they are taught, and how their performance is measured -- are already underway in schools, school districts, and States across the country. Federal resources and national leadership can help sustain the momentum of these critical, sweeping reforms.

We hope to further strengthen our role as a partner in systemic reform by making sure that schools can address all the elements important to learning. Our Safe Schools Act would help schools and communities rid schools and neighborhoods of the violence that threatens our children. Through the School-to-Work Opportunities Act, we hope to help students gain the knowledge, skills, and experience that will allow them to enter the world of work as creative, adaptable, and resourceful workers.

The Improving America's Schools Act provides a critical opportunity for the Federal government to reinforce its role as a partner in systemic reform. We propose to reinvent Federal programs based on principles of effective and equitable education for all students, particularly those in greatest need. Five principles would drive the education of all our children: first, setting challenging State content and performance standards for all children; second, focusing on improving teaching and learning throughout all ESEA programs, by making sustained and intensive professional development an integral part of the education system; third, targeting resources where needs are greatest; fourth, giving flexibility to schools and school districts to implement reforms in return for accountability based on improvements in student performance; and finally, creating a strong partnership among schools, parents, and other community members.

High Standards For All Children

Our first principle is based on fairness as much as it is on need. High standards set by States must replace current minimum standards -- for all children, regardless of their economic or social background. We must raise expectations, demand more of all our students and our schools, and give schools the capacity and flexibility to reach higher standards.

A common understanding of what all our children should know and be able to do should drive changes in all aspects of teaching and learning. Textbooks, teaching practices, and tests should all be geared to State content and performance standards that set forth the knowledge and skills our students need, and our diverse democracy and our complex economy demand.

A Focus On Teaching And Learning

Our second principle recognizes that we cannot raise standards for students without also helping teachers acquire new knowledge and skills that will help them teach to those standards. We must focus our attention on teaching and learning and make a firm commitment to the professional development of teachers.

Meeting the third National Education Goal of ensuring that all our students demonstrate competency in the core subjects depends on the ability of our teachers to teach to higher standards. If all of our children are really going to be competent in challenging content in each of the core academic subjects, then our teachers will need intensive, sustained, high-quality professional development in each of those subjects.

Our proposal would establish the Eisenhower Professional Development Program to support and encourage efforts at all levels to help teachers upgrade their knowledge and skills, especially as they relate to a larger strategy of local and State reforms. We would retain current funding commitments for professional development in math and science, while also expanding crucial

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opportunities for teachers to participate in long-term, continuous enrichment activities, and to develop professional networks and other collegial relationships.

Targeting Resources to Where Needs Are Greatest

Third, we need to rethink how we allocate our funding. We know that if ESEA funding continues to be spread too thinly, without getting more resources to those who need them most, we will not enable high-poverty schools to close the achievement gap. The current Chapter 1 formula distributes funds to virtually all counties in the nation, 93 percent of all school districts, and two-thirds of the nation's schools, yet leaves many of the country's poorest schools unserved. Thirteen percent of high-poverty schools do not receive any Chapter 1 funding, and a third of the low-achieving children in high-poverty schools do not receive Chapter 1 services. At the same time, almost half of schools with small percentages of poor students -- the least needy schools in America -- receive Chapter 1 funds.

We cannot continue to deny critical support to the children that need it most. I know that in proposing a new Title I formula to concentrate resources in our poorest areas, I am asking many of you to make hard decisions about how to maximize the impact of a limited amount of funds. But I firmly believe that we cannot continue to watch a generation of poor children simply accrue enough seat time to pass through our schools, and enter into our society and our workforce unprepared for the challenges ahead. I am therefore proposing a revision of our Title I funding formula. Under the new formula, 50% of all Title I funding would be funneled to those school districts with the most concentrated and highest levels of poverty.

In order to stem the increasing levels of violence among our young people, particularly those living in poverty, half of the funds distributed to school districts under the Safe and Drug-Free School Act would be distributed according to States' shares of Title I. We will also try to meet the comprehensive educational needs of children in high-poverty areas by targeting funds under the Eisenhower Professional Development program in a similar manner.

Flexibility Coupled With Greater Accountability

Our fourth new direction will offer flexibility to stimulate local initiative, in return for increased accountability. Problems and priorities vary in every school and community. Just as there is no "magic bullet" for reforming our schools, there is no single formula for improving teaching and learning in a school. Broad-based reform will not succeed if local practices are rigidly prescribed in Washington. Experience shows that decentralized decision-making in the context of clear goals and high standards is key to meaningful reforms. High standards create a framework within which to give school districts greater flexibility in operating Federal programs -- flexibility that will be coupled with accountability for improvement in student performance in reaching high standards.

By holding schools accountable for results -- and rewarding those that improve -- we hope to end the existing system of perverse incentives that causes schools that do better to lose Chapter 1 funds. Under our proposal, schools that meet or exceed State standards will be recognized as "Distinguished Schools." Teams of teachers from Distinguished Schools can share strategies for improving teaching and learning with Title I schools where students are not performing up to State standards. Schools that continue to show little or no progress after receiving technical assistance will face corrective action determined by the school district.

The new ESEA will encourage local innovation by changing some Federal requirements, and offering schools, school districts, and States some new alternatives for program implementation and administration. In order to encourage the integration of Federal programs in an overall strategy for teaching and learning, we propose to allow States to consolidate Federal funds for program administration. A new waiver authority would stimulate local creativity by allowing the Secretary to waive Federal requirements that stand in the way of innovative reform efforts. Restrictive Chapter 1 testing requirements will be replaced by State assessments based on challenging State content standards. By focusing on results-oriented accountability, we are making a firm commitment to giving States and school districts the flexibility to design and implement their own reforms, in exchange for a commitment to achieving better educational results.

We will encourage teachers to take part in Title I schoolwide reforms by lowering the minimum poverty level at which a school can use Title I funds to benefit all children in a school. Lowering

the current threshold would allow about 12,000 more of our poorest schools to combine Federal program funds and find new, creative ways to serve all children in a school, such as extending the school day or developing team-teaching strategies. Schoolwide programs will allow teachers and principals to ensure that Title I supports improvements in the whole school experience for disadvantaged students, not simply isolated parts of the school day.

We also hope to foster innovation through a new authority to fund the planning and start-up of public charter schools -- schools that are given much greater freedom over their mission and the means to attain higher standards. Like all public schools, charter schools would be held accountable for educational results tied to challenging State performance standards. Six States already have passed legislation approving the development of charter schools. In exchange for freedom from State regulations, these schools will develop and implement plans to achieve better results in student learning.

Another important tool for educational innovation is technology. Our proposal will support the use of technology in the schools, through a newly created Office of Educational Technology, to help students achieve high standards and support the research and development of effective technology applications.

Linking Schools, Parents and Communities

Finally, schools alone cannot ensure that every child achieves high standards. We are all partners in the education of our children. Reaching high standards will require a concerted effort among parents and others in the community to create environments conducive to high-quality teaching and learning. Our proposal would foster linkages between Title I schools and parents by requiring parent-school compacts that outline the responsibilities of parents, schools, and students in the children's education. We would encourage coordination and integration of health and other social services -- children must be healthy in order to learn. We would also require that all children in high-poverty Title I elementary schools receive health screenings at least twice during their elementary school years and we would allow school districts to use Title I funds to pay for screening when no other source of funding is available.

We all know what it is to feel tired, sick, or hungry, and the impact it can have on our ability to concentrate. But I think few of us can imagine trying to think, read, or write while feeling scared. Drugs and violence plague our children like never before. They see it on the street, in schoolyards, and on television. Our proposal for a Safe and Drug-Free Communities Act will support local efforts to create neighborhoods and schools where children can feel safe, so that learning can happen.

Mr. Chairman, I come before you to speak for the children who need us most -- whose falling test scores and rising poverty cry out for our help and attention. In his War on Poverty, Lyndon Johnson began a fight that persists today, as we continue to battle the elements that contribute to the cycle of poverty in our country.

The Elementary and Secondary Education Act of 1965 was the Federal government's first fundamental effort to help poor children obtain the knowledge and skills they need to break that cycle, and to forge a better life for themselves and their families. ESEA has grown and expanded its focus over the years, as lawmakers have tried to level the playing field for other children with particular needs.

In our efforts to level the playing field, we have lowered the expectations for all of our children by focusing on basic skills and minimum competencies. Well-intentioned categorical programs have isolated and stigmatized the very children we have tried to help, forcing these children to continue to play in a whole other -- even lower -- league.

Basic skills are no longer enough for any of our children. We must raise our expectations for all children, and challenge them to think harder, work harder, and learn more than ever before. In order to do so, we need to reshape and re-orient our entire educational system -- focusing efforts at every level on improving teaching and learning to high standards, for all students.

Change is hard. It will require a long, sustained effort in every school, community, and State. But our proposal makes it possible through a new kind of partnership among schools, communities, States, and the Federal government to ensure that America's children reach world-class levels of achievement. We at the Federal level recognize that no one knows better what

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children need than those who are central to their lives: parents and teachers. As a partner in reform, the Federal government can stimulate and support bottom-up reform efforts based on a coordinated, coherent vision of high-quality education.

Our proposal aims to help create the fundamental conditions where learning can happen. Where children can walk safely to and from school. Where healthy, secure students grapple with interesting problems, and teachers constantly find new challenges for their students, and themselves. Where all children have the opportunity to attain the knowledge and skills that they will need to lead full, productive lives in our vibrant democracy and our global economy.

Our proposal is about opening doors. It is about allowing children to dream, and giving them the tools to make those dreams a reality. Whether we succeed or fail will make a world of difference for our children and our nation.

Thank you for the opportunity to present our proposal. I welcome any questions you might have.

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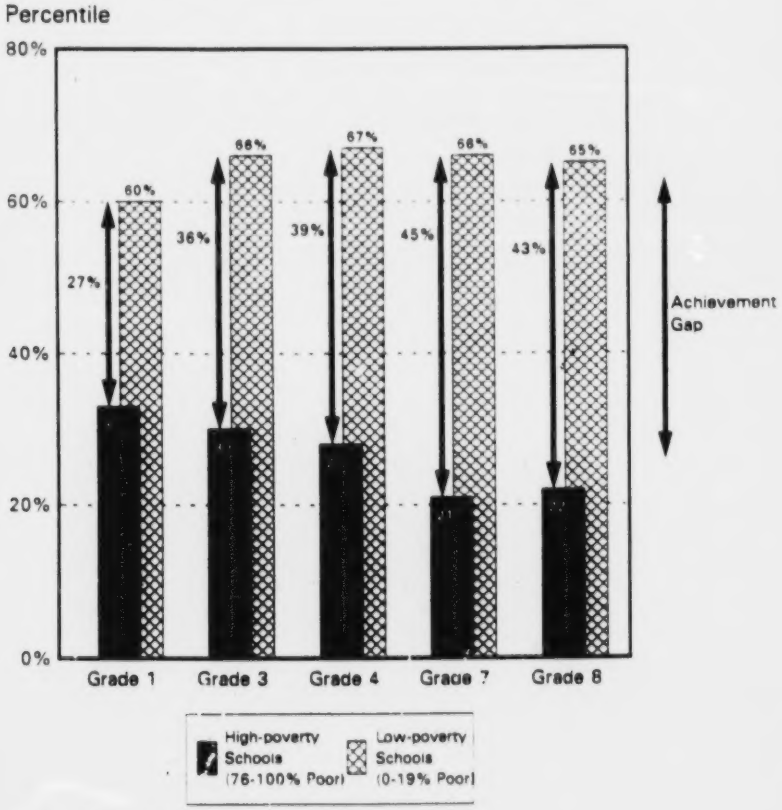
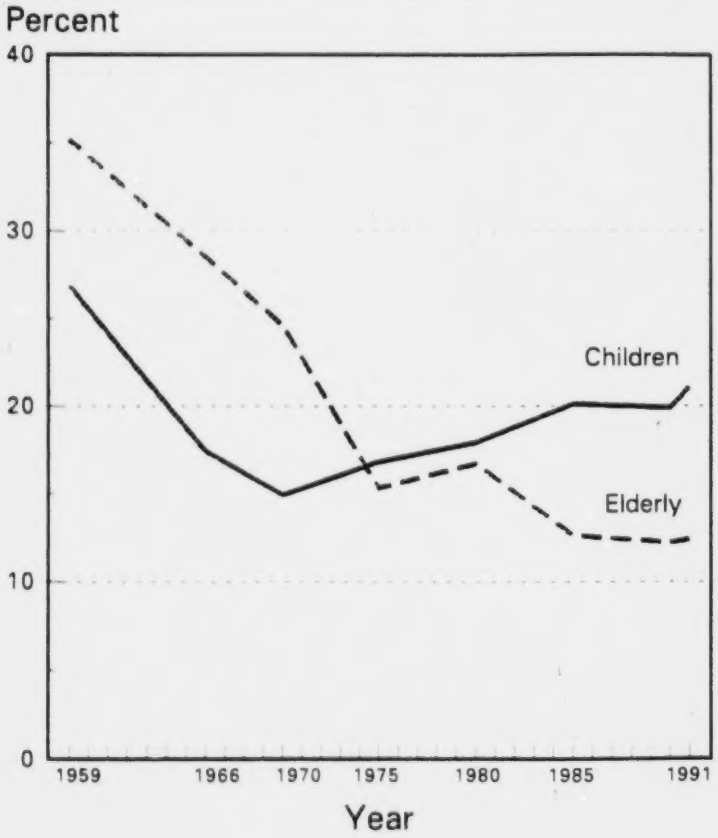
The gap in reading achievement between high- and low-poverty schools widens from the early elementary grades into junior high school



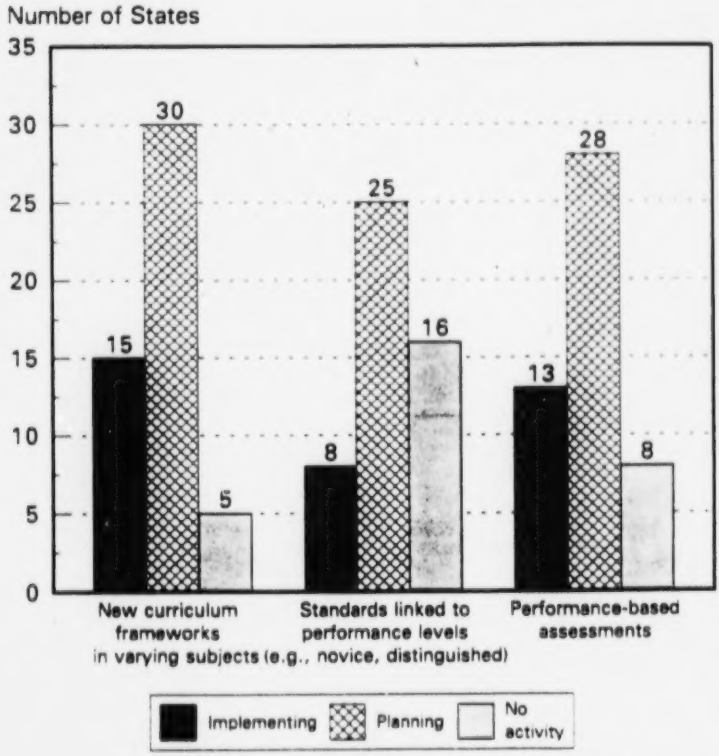
Source: Prospects (Abt Associates, 1993).

While poverty among children and the elderly both declined in the 1960's childhood poverty began to rise in the 1970's. By the mid 1980's, fully one-fifth of our nation's children were poor.



Source: U.S. Bureau of Census, Current Population Reports P.60 175. childpov drw

States are moving forward with new curriculum frameworks, standards, assessment, and state monitoring systems.

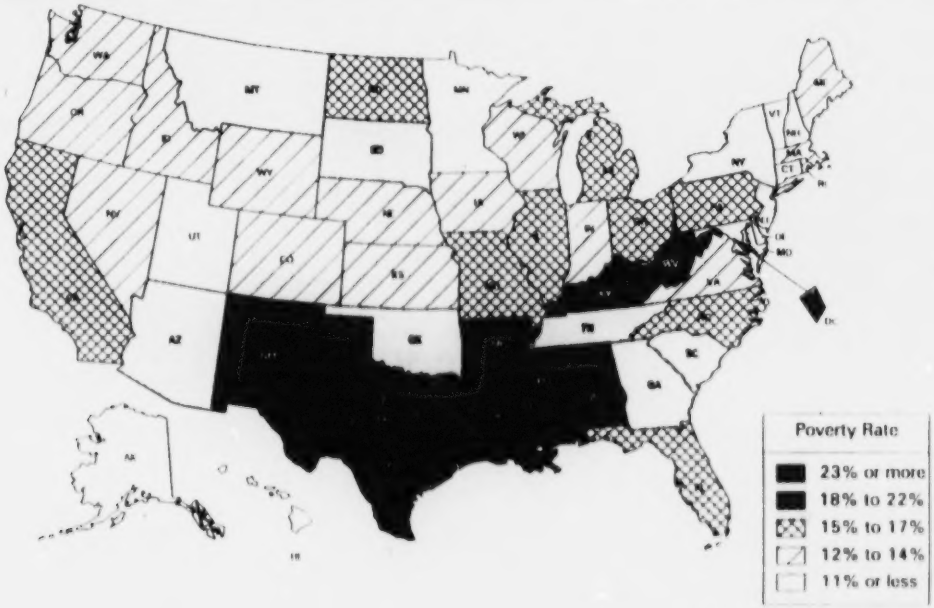


Note: Data are for the 50 states, the District of Columbia, and Puerto Rico. In some cases, no information was available, so the totals do not sum to 52.

Source: Status of New State Curriculum Frameworks, Standards, Assessments, and Monitoring Systems (Pechman & LaGuarda, 1993).

curfram.drw

States with the highest child poverty rates are located predominantly in the South.



U.S. average - 18%

Source: 1990 Census (U.S. Department of Commerce, 1992).

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Chairman KILDEE. I see that your reauthorization proposal would authorize $7 billion for Title I in 1995. Can we take that as an outright commitment on the part of the administration? Has that message already been delivered to OMB, for example, that this will be a part of the President's budget for 1995?

Secretary RILEY. Mr. Chairman, my answer to that is yes, sir. We have the clearance from the OMB to put it in the bill. I think, as you are well aware, that is a right significant move on our part and the President's part.

The President really doesn't announce his 1995 budget until January of 1994. And this is part of his commitment to reform. Part of it, of course, is the reform in the targeting that we have proposed as a strong principle in ESEA.

But with the strong principles there, yes, the President is committed to that.

Chairman KILDEE. He recognizes, along with the Director of OMB, that this increase has to fit within the targetings of that budget reconciliation?

Secretary RILEY. Yes, he does. And that, as I say, is a strong commitment on all of our part from the administration.

Chairman KILDEE. Will the administration also commit to greater resources for Title I in the future if this program is substantially revised as you propose in the outyears beyond 1995?

Secretary RILEY. Well, I think, Mr. Chairman, we, of course, can't make a commitment out in front of that. But I would say that Title I, if it is crafted with the principles that we have all been talking about and what I have proposed, would be a very top priority.

Chairman KILDEE. One of the reasons I am asking is that one the concerns expressed to me by other Members of Congress and Members of this committee is that some districts with effective Title I programs might not qualify under the increased concentration, may not be funded under this reauthorization proposal. And increased dollars might prevent that from happening.

Could you comment on that? How many dollars would be needed to, say, fund effective programs in an area where they would not qualify for your increased concentration—if you rolled those figures around?

Secretary RILEY. Yes, sir. And I know a number of the Members of the subcommittee have questions in that regard.

The addition of the $700 million helps a lot in terms of the shift of the formula as you look at those numbers. And part of this does put some discretion in the State for those districts that might qualify where a county does not and some set-aside funds which are being increased from 2 to 10 percent. So there is an effort to have some leeway within the State to deal with that situation.

I know Mr. Goodling has expressed a concern along that line and others have also.

So there is some language in there. But, obviously, if we can get more funds into Title I, it will make the formula shift much easier, and we would very much like to do that. And as you can see, we have changed it to the concentration where Title I is our priority item.

Chairman KILDEE. This morning a new RAND Report calls for a $3 billion to $6 billion expansion of Chapter 1. And the report says we will not produce better schools, no matter what peripheral reforms are implemented, unless we address the serious underfunding of education in poor communities. They are calling for a $3 to $6 billion expansion.

Assuming the economy moves along and assuming that maybe we make some priorities in our budget, maybe eliminating such things as the space station and the superconductor-supercollider, do you think that we could well spend the $3 billion to $6 billion increase which the RAND Report called for?

Secretary RILEY. Yes, sir, I think we could spend it well and spend it accurately. However, I don't want to get out of my category of responsibility too far.

But, in answer to your question, the formula, the establishment of the new thrust, certainly would enable the funds to be spent in a very efficient way. And most of the findings of the RAND Report are very consistent and similar with the general recommendations we are making. The targeting and the overall school quality being the focus, eliminating the special testing for Chapter 1 students and the perverse way that school improvement works to reduce your funds, to change all of that.

However, they do recommend a much higher increase in funding, and we appreciate that. And as I said to you, if the funds were there, we could certainly find a very efficient use of them, and it would be a good priority for this country.

Chairman KILDEE. Thank you. One further question and I will go on to the other Members here.

Under your proposal, Title I schoolwide programs automatically would be able to combine various sources of Federal funding except for funding for the Individuals With Disabilities Education Act. Could you briefly indicate how you might envision a school taking those dollars that are generated by the students and then using them in a more flexible fashion and how that would differ from the way that it is done now?

Secretary RILEY. All right, sir. The flexibility aspect is a very important feature involving waivers.

Chairman KILDEE. But in your proposal, a schoolwide program school would automatically qualify for greater flexibility. They would not need to ask for a waiver.

Secretary RILEY. That is right. Your question is dealing with those that aren't schoolwide?

Chairman KILDEE. Let's just take the schoolwide. How do you envision how money would be spent? And how would it differ from the way it is spent now where you look over your shoulder for the auditors?

Secretary RILEY. Well, I think that is certainly the main thrust. The research shows, Mr. Chairman, that the schoolwide approach that is carried forward and examined by accountability results—you have to know things are working well. But with the schoolwide approach, the funds simply serve the student much better than in taking them out of class in a very categorical way and spending some few moments with them. Those other hours during the day are extremely important.

So I think we can clearly say that the research we have seen indicates that that is the better way to go. It is directly in line with the Goals 2000 systemic reform effort where everything is in sync, and the power of that is enormous.

I might ask Dr. Smith, do you want to elaborate? Or Dr. Payzant?

Mr. SMITH. I think Tom can speak from direct experience, and it might be useful.

Secretary RILEY. Tom?

Mr. PAYZANT. In too many schools today the focus is on a collection of programs that are unconnected, implemented with good intent and often with good short-term results but not long-term, significant gains for students. So what this enables the school to do is to take all the resources that are available and develop a plan of action that focuses on how are you going to meet the needs of all the children.

So how you take your money for introduction, how you deal with professional development, how you get parents engaged, how you make linkages with the community, all of that is focused on a curriculum that is tied to high standards and an assessment that is aligned with that curriculum and that gives the sense of everybody pulling together, working toward the same end and having the flexibility to use their resources to do it.

Mr. SMITH. One addition, we have got some data that indicate that in the present system of pulling kids out, that Title I money only goes to contribute about 10 minutes a day to a student's achievement. That seems crazy. It doesn't go very far.

What we need to do is influence the entire school. We need to have the programs integrated in such a way that the entire school is raising the achievement of all of the kids but particularly the poor kids in school.

Chairman KILDEE. Let me put it this way. With any school, certain students might generate certain dollars. Or that school, because of its characteristics, might generate certain Federal dollars. And if they qualify for a schoolwide Title I program, then those various sources of school dollars could be brought in and, with site-based management, commingled rather than saying, well, this batch of dollars must be used for Title I, and this must be used for a Drug Free Schools program. This must be used for this or that.

You can come up with a program with accountability where these dollars can be commingled. Is that what you have in mind?

Secretary RILEY. You are doing a nice job explaining. Your school background is showing up.

The fact is, with accountability—and you added that, and that is extremely important—it works. And the word alignment is a good word, too. You get all these forces of education aligned and moving together, and it really provides a very meaningful experience.

Chairman KILDEE. Thank you. Mr. Goodling?

Mr. GOODLING. Thank you, Mr. Chairman.

I apologize for being late, but I had the Director of Even Start from Pennsylvania and his boss in my office, and I wanted to make sure that they were doing what we expected them to do. It would appear that they are.

I would just like to say, Mr. Secretary, that the legislation we are discussing today is bigger than any one person or any one political philosophy. Therefore, I hope we will continue to focus on this as a national program and one where we are all working together towards making these programs as effective as possible.

I also want to thank you and your staff for the kind of cooperation that we have received up to this point. I think it is a good sign.

Secretary RILEY. Yes, sir.

Mr. GOODLING. And I do want to congratulate you for the direction in which I think you are moving.

I spoke to Fortune magazine—I believe you may have been at that program the other day, also—and I said I would give an A to the Congress of the United States for our ability in the last 30 years to provide access to education, but I would probably give us a D minus for providing access to excellence. I am, therefore, extremely pleased to see that you are shifting the focus to excellence.

I thought always that Title I and Chapter 1 was supposed to be over and above everything else every other student got. I didn't realize that it was going to be a substitute. And, unfortunately, so many places throughout the country it has become a substitute and, in a lot of instances, not a very good substitute. And the children, I think, have really suffered.

So, number one, I congratulate you. Number two, I just hope that on the focus on teaching and learning is that we have the people out there to teach the teachers. I have, well, 90 graduate credits in education, and, oh, geez, how I suffered.

I hope we have people out there who are up to date. We do a good job with math and science when we are training and retraining them, but when it comes to teaching, it is a different story.

I also want to compliment you on the discussion you were just having with the Chairman. And I must say that he certainly does understand what that is all about. He presented that very well. So if you had any doubts in your mind about it, I think he explained it, and I really think it is going to be very, very helpful and very, very effective. So I just want to compliment you.

I don't have any questions. But together we will make what you presented even better.

Secretary RILEY. Thank you, sir.

Mr. GOODLING. I do have one objection to your testimony. I thought I heard some gloating when you mentioned the word grandfather. There are some of us who want to be grandparents and are not.

Secretary RILEY. Congressman, you are welcome to visit with my grandchildren at any time.

Mr. GOODLING. I will be too old to rock my own.

Mr. MILLER of California. And then there are some of us who are absolutely shocked that we are about to become grandparents. Life goes on.

Mr. Secretary, I want to thank you both for this legislation and for the process that you and your staff have gone through in consultations with the committee staff and our personal staffs and tell you how much we appreciate that help, if I might.

And I only want to raise these as concerns. I don't want to raise these to the levels of significant debate at this point. But I think

Mr. Kildee has touched on a couple of those. And that is I just am excited that you have taken on the issue of further concentration so that, hopefully, we will get better results for the children in most need here.

I just have a lingering concern whether or not in some of these schools—and we are all sort of products of our local areas here in our thinking—but just, again, the old question in some schools—even if you allow them and they do use this money the way we envision it being done, I don't know whether we are going to get a program that is sufficient. And that goes sort of to the issue, is this enough money at one point?

And I am assuming that the guidelines and the purposes are what we want, whether or not we can generate enough improvement in that school on a schoolwide basis that we can generate the results that we want.

The other issue, of course, is one that we battled around here—just sit tight there for a minute, Mr. Goodling—and that is the question of accountability. You gave us in your testimony both hope for the future but a fairly severe indictment of the past with those charts, and we have got to be able to tell these parents of these disadvantaged students that we are going to have an opportunity to get them accountability for the education of their children. I don't know that mechanism yet, and we, obviously, in the other education bills have been swarming around this issue. And with 3 to 6 percent of the funding it, obviously, is an issue, how much of that you can do.

But no parent of the disadvantaged can be happy with those charts, and, obviously, they haven't gotten the accountability in the past that they should be entitled to.

Finally, the issue of testing. This program is more probed and punched and temperatures taken than any other one we have. I am not quite clear what you envision in terms of how we will measure these children. Are we going to measure these children if we have schoolwide programs, basic testing? Or are we going to have special testing for these students? What do you envision there?

Secretary RILEY. I am so glad that you paid special attention to that, the assessment issue. Assessment in this country is getting to be very interesting to me. It is changing. And it really is getting more relevant. And while those changes are taking place all of us need to be very conscious of that.

This program would dovetail with Goals 2000 and the other systemic reform measures. We would eliminate practically all, if not all, of the many tests that we give in Chapter 1 now—5 million or whatever it is. Anyhow, the enormous costs of Chapter 1 testing, which is really to a watered-down curriculum which is very contrary to the whole concept of all children moving toward high standards.

And we want to see that whole system eliminated and changed and the mindset and expectations of the student and the parent to be very clear that all students are moving towards high standards.

And so the assessment then falls under the standards process, with being tested to high standards and often using many of the new assessment mechanisms which are interesting such as open-ended questions instead of the former fill-in-the-blanks and the

dots. So I think it will be 100 percent better. It will be part of the whole system.

Mr. MILLER of California. If I might—I am running out of time.

Do you envision an integrated test that the students in these programs will have to try to meet?

Secretary RILEY. Yes. As you know, under Goals 2000 all of that is a State responsibility, but it would be a State test, and it would be an integrated test.

Mr. MILLER of California. Finally, Mr. Chairman, I would just hope on the funding issue, that—and we are all cognizant of the problems that we have—but I would hope that in the authorization levels we would leave some room for those of us who want to pursue both with the President and with the Appropriations Committee and others, some room that if we wanted to try to seek higher amounts for this program that we would have that opportunity and we would not be hemmed in. I don't want to create expectations, as we have historically sometimes, authorizing huge amounts of money and never even coming close to that. I don't want to do that.

But the RAND Reports gives us guidelines that we might leave some room here so that that effort can be made over the life of the authorization for this program.

Thank you very much again, Mr. Secretary.

Secretary RILEY. Thank you.

Chairman KILDEE. Mr. Gunderson.

Mr. GUNDERSON. Thank you, Mr. Chairman.

There is so much to talk about and so little time. I guess I look forward to the opportunity in the upcoming weeks to focus on a number of issues.

I am struck by the 10-year reauthorization. That seems unusually long. I am not totally critical because it talks about, really, getting us into the 21st century. But I guess I would like to ask if there is some interest in using this 10-year reauthorization for some purposes other than the normal just plain reauthorization? Why did you arrive at 10 years?

Secretary RILEY. Well, it is the feeling, Congressman, that we must make a long-term commitment, and that we wanted to make the clear statement that it is long term. And, as was pointed out by the other discussions, it is a concentration and a priority setting and an emphasis on long term. And that was the statement that we wished for this legislation to make.

Mr. SMITH. Let me expand on that just a little bit.

And it comes back to Mr. Miller's question, to some extent, on accountability. The issue of accountability really has to do with working with schools initially that are beginning to fail. But, first, it has to do with trying to figure out which schools are failing.

So what we have designed is an accountability system that says we are going to look at the school. It is so the States can look at the schools or the LEAs can look at the schools for a couple of years. And if the schools don't meet some criteria for continuous progress for the kids toward high standards, particularly the poor kids, then we are going to say to the schools, gosh, you need some help. And we suggested some money be put in to give those particular schools some help.

That is your first question as well, which is the schoolwide question. So you have a mechanism there which for a couple of years you take to figure out whether the schools are doing pretty well and have three more years to figure out whether the schools need technical assistance.

And now you are up to five years, and our sense was to get this system working in such a way that it works for everybody and didn't kind of jerk along there, we needed to give people a clear understanding of the amount of time and commitment that we at the Federal level put behind it. So it puts an extra burden on us to say, gosh, 10 years, that is a long time. And we have got to do it right the first time around. But, in reality, we can suggest changes and modifications as we go along.

It does say, however, look, there is a real commitment. And over time and things like the accountability systems we are not going to just let it drop because a new one comes along at the new time of reauthorization.

Mr. GUNDERSON. As the authorizing committee we are a little hesitant to turn that over to the Appropriations Committee. I think you understand that hesitation.

I think there is merit in the concept, but I would ask that if you are literally and honestly talking about a 10-year plan, you are then really talking about what is the role of the public school in the year 2003. I would hope if you do that that you be even more bold than you are in your proposal.

And I think you are aware that I am one who thinks that we need to change the definition of a community school and its mission, that the concept that the school and its facility and teachers and resources are only going to be available five days a week, nine months a year for children between the age of five and 18 in an era of lifelong learning makes no sense at all.

And I think we at the Federal level have got to provide some real leadership on changing the whole concept of the community school, of what it is and what it ought to be. And I have some legislation in that area that I would really like you to take a look at.

One of the other areas that are you making a change seeming to be in the area of Chapter 2. Your budget proposal articulated that Chapter 2 was going to be funding education initiatives and Education 2000. I get the feeling, reading between the lines, that you sort of decided to put that on the shelf and now we are going to use it as a teacher training program. Right? Wrong? Or something else?

Secretary RILEY. Well, I think that is certainly a fair observation, not that anything is being put on the shelf, but certainly the Chapter 2 program's emphasis is on professional development. And there is no question about that.

Of course, the Eisenhower program deals with math and science now and very effectively.

Again, to have enough money to make a difference in having the teacher be current and up to date with a diverse student body, with handling diverse capacities, changing knowledge and information, are so dramatic that practically all studies show us—and experience—that professional development when properly done, properly concentrated, is really the way to go.

And so we ought then to place the emphasis on this system of quality improvement in that direction. And, of course, that is where we concentrated. We combined those two programs. The use of those funds, of course, being somewhat optional. A lot of those funds were used for equipment, materials and other things. We really think the shift should be to the professional development of the teacher that is teaching the child. And it is—that is one of the features of this.

Mr. GUNDERSON. I would like to discuss that more with you in the future because I think that role of using the Chapter 2 for new equipment, the technology equipment in our schools has been an almost reliable source for these schools, and I think we are going to have to talk about technology education if we are going to make this kind of a transition.

My time is up, if I understand correctly, though you have now conditioned Chapter 1 plans on having a comprehensive, integrated social service program. Did I read that in your language?

Secretary RILEY. No, sir. The program—the way we have designed that would be that those funds be glue funds to enable the local decisionmakers to combine those—to integrate these services and to help support them if they decide to do it.

Mr. GUNDERSON. I am out of time. So thank you.

Chairman KILDEE. You might finish up the answer, if you want to.

Mr. SMITH. I think the other part of it is the issue of health screenings, and we do recommend that Title I money be used for health screenings as a last resort in Title I schools.

Secretary RILEY. The health screening funds are part of an emphasis that we have made in the younger years as a last-resort money after other funds are used. Health screenings are part of a guarantee, more or less, for young children.

Mr. PAYZANT. Congressman, I am going to just add that is the intent to have local school districts and schools in their plans address the issue of coordinated services. And as feasible to begin the process, if they have not already started, to reach out to other agencies in the community that provide services for children, youth and families to work toward integrated services. And it would be permissible to use Title I dollars to support some of those activities.

And I can tell you from working in this area that it takes a lot to get it started.

Mr. GUNDERSON. I am all for this, but I want to clarify it.

Because I am reading from page 27 of your draft, and in there you say that, to address the comprehensive needs of children, each local education agency plan shall describe through the local education agency—then you go down—coordinate and collaborate to the extent feasible with other agencies providing services to children, youth, and families including but not limited to health and social services.

That, to me, says that, as a condition of your Chapter 1 plan, you must have a plan for how you are going to coordinate those early childhood programs. I am not critical of that. Frankly, I hope that is what it means. I was struck by—that is not what I thought the Secretary said it meant.

Secretary RILEY. What I said is that it is a local matter. And the plan, of course, would be their plan. And then we could use Title I funds as glue money to help them put that together.

But this is an education measure as we see it, and we ought to be centered in on that and not on health care measures.

However, it is their decision how they want to work the integration of services out. We can provide glue money to work with them on it to help support them and that kind of thing, but it is not our choice of shifting these funds out of the education category into something else.

Mr. GUNDERSON. Okay. We have used more than my amount of time.

Thank you, Mr. Chairman.

Chairman KILDEE. Thank you.

Mr. Sawyer?

Mr. SAWYER. Thank you Mr. Chairman.

Mr. Secretary, just in the interest of time, let me ask three questions. They move from the very specific to much more general. Then you can choose to answer them as appropriate.

We have spent a good deal of time in this subcommittee talking about the way in which we adapt the formula to drive the dollars most directly to those settings where they are most needed in Chapter 1. One of the great difficulties has been the data that we use is so profoundly out of date by the time we start to use it and even much more deeply out of date by the time we finish using it, that even if we get the formula right the dollars won't go to the right place because the data is so bad.

This proposal doesn't seem to accommodate the potential of having more frequent censuses. Am I right?

The second question with regard to Chapter 2 and Eisenhower, the explanation that you have offered of the importance of building on those models that we know are beginning to work well in order to touch the linchpin of professional development, is important to me, and to all of us. And I applaud you for that.

My question is, are we going to continue Eisenhower in its current bifurcated way? Is any thought given to consolidating the national and State grants program?

And, finally, given the proposed consolidation in Chapter 2, is the Department prepared to support a comprehensive approach to the use of technology broadly in our schools in order to really do all of the things you are talking about in terms of professional development, curriculum enhancement and program sharing across a large and complex country?

Those are the three questions. And let me observe that I believe in the 10-year planning horizon. In a time of change, you need to see that far in the future. I am just not sure that it is necessary that we do it only once every 10 years. A 10-year planning horizon done every five years might be what makes sense.

Secretary RILEY. Well, the issue, Congressman, on the quality of the data and the 10-year census and so forth is certainly an issue that we are all concerned about. We have done some work on that and worked with the census. Unfortunately, the project that they were looking at is at a standstill because the IRS won't allow the use of IRS data for the project under rules that prohibit them for

reimbursable work. It is kind of a technical situation. But we have been working with them to analyze that situation.

I know others on this subcommittee are very much concerned about the 10-year period. We have looked at a two-year period. That looks very difficult with the current condition of the data. So I think we should continue to work on that and perhaps try to examine ways to bring the data more current without waiting for the decennial census.

But, right now, we don't know of any easy way to do that without enormous expense.

Mr. SAWYER. I look forward to working with you on that.

Secretary RILEY. We do, too. And I appreciate your support for the professional development system.

Hopefully all of us working together can make a strong statement about professional development in all core subjects and, of course, to continue in math and science.

The technology aspect—and my colleagues may want to add to this—throughout our whole concept of Goals 2000, School to Work and ESEA, technology education is a very, very important part of it, constantly referred to, and so forth. So we do see it as a very critical part of this legislation.

I don't know if you all want to add anything.

Mr. SMITH. Well, I am sure you have seen the proposal for technology that we have submitted. It represents a broad authority. And it does represent a commitment. I think you will see that commitment—at least I hope you will see that commitment—in the budget. And we intend to move at this aggressively but deliberately as well.

And I think it will begin to touch on exactly the issues you talked about: professional development, moving into the curriculum of schools and so on to really begin to change the face of schools.

Mr. PAYZANT. I just might add on your question on the Eisenhower professional development, we are proposing a 6 percent off the top for national activities and then at the State level, 6 percent—up to 6 percent for administration and 7.5 percent for statewide activities.

One of the cost-cutting issues in the proposal is to give States the opportunity to combine their administrative dollars, which would then give them the flexibility to put them where their priorities are and, hopefully, one of those would be professional development. To support the kinds of things that we are suggesting as a new way of thinking about professional development which is long term, sustained, and not the one-shot, after-school kind of programs that proliferate today.

Mr. SAWYER. Did I hear a whinny or a bark?

Thank you very much.

Chairman KILDEE. Thank you.

Mr. Miller.

Mr. MILLER of Florida. Thank you.

Good morning, Mr. Secretary. As a freshman Member of this committee and in Congress I am on a great learning curve of my own, especially with programs like the Elementary and Secondary Education Act. I look forward to going through this, and I appreciate the opportunity to be a part of this bipartisan effort in edu-

cation, which is not true in so many areas that we deal with, unfortunately.

The Vice President came out with the reinventing government concepts, and he is talking about consolidation and elimination of programs. I know in Florida, my home State, there is a lot of criticism. We have a beautiful new education building in Tallahassee that I am told is just there to satisfy Federal requirements.

What role has the reinventing government had in your planning and design and thought processes on this program? And do you expect any other changes or thoughts on the reinventing concept?

Secretary RILEY. Well, let me mention just a couple of things. And I have been here about as long as you have, so you and I both have a lot of learning to do together. We really do think it is important at this stage to look at all aspects of government and the National Performance Review which all agencies are going through.

Some examples here are the elimination of some 20 narrow, categorical programs, many of which are good programs, some of which were consolidated and others eliminated in favor of broader concepts like Title I, the consolidation of the Eisenhower program with Chapter 2 to provide professional development for all core subjects, support of combined Federal funds at the school level. Now you have different categories of administrative funds and all kinds of accounting for those.

The combination of nearly 50 categorical technical assistance centers that are out there that deal with specific areas into 10 comprehensive centers. Now you really can handle the distance a whole lot better.

And so you have a one-stop shopping for getting information on Title I or Eisenhower or whatever, going from 50 down to 10 centers and each of those centers being comprehensive.

Those are some of the things under the NPR effort that fit into this legislation.

Mr. MILLER of Florida. That has been my impression of what I have seen so far. I am really glad to see that.

During my summer recess, I had a series of town hall meetings. Some of them were in schools. One school just outside of Tampa, Cyprus Creek, a beautiful facility, the most impressive elementary school I have ever been in had a large number of migrant students in the program.

What are your thoughts on the migrants and illegal immigrants in our education system? Have you discussed any changes in that policy? My understanding is that there is a "don't ask, don't tell" policy. And what is the cost of that—of illegal immigrants? And are there any alternative discussions on that subject?

Secretary RILEY. Well, from an education standpoint, my feeling is that it is very important for us to provide the same quality education for immigrant children who are here, initially illegal or otherwise, which is the current law of this country. And we just simply cannot have kids here that are not given the opportunity to be educated.

Now, the other side of that, of course, the heavy legal issues involving immigration are very important, very serious. And I know it is being looked at from other agencies of government—and should be.

But, as far as the children are concerned, it is my feeling that the same policy should be maintained if they are here. They should be educated.

Mr. MILLER of Florida. Do you have any idea of the costs or the numbers in the system?

Secretary RILEY. No, but we could probably get you some pretty good indications of that. Why don't we try to get you some numbers for that?

And I don't want to say that it is not a serious cost. It is certainly in some areas a very serious problem. But it would be much more serious to have children here not have the opportunity to be educated.

Mr. MILLER of Florida. Thank you.

[The information follows:]

COST OF EDUCATING UNDOCUMENTED STUDENTS

In fiscal year 1993, States applying for funding under the Immigrant Education program reported more than 798,000 students who were born outside the United States and had been enrolled in U.S. schools for less than three complete academic years. While the Department has no data on the immigration status of these students, we assume that a high percentage were undocumented.

The majority of undocumented students are limited in their English language proficiency and require services such as English as a second language or bilingual education. The Department's Title VII Bilingual Education program provides approximately $450 for each participating limited English proficient student. A recent Department of Education study found that the costs of educating such students were 12–13 percent higher than those of educating English proficient students. While immigrant students may often have other special educational needs, in addition to limited English proficiency, the Department has no data on their frequency or the cost of providing appropriate services.

Mr. MILLER of Florida. Thank you, Mr. Chairman.

Chairman KILDEE. Mr. Roemer.

Mr. ROEMER. Thank you, Mr. Chairman.

And, first of all, welcome, Mr. Secretary. I would like to make two observations and then ask a couple of questions.

First, congratulations, again, on your work with the President and Eli Segal. You folks not only hit a home run but you hit a grand slam with this National Service legislation, and we very much look forward to working with you and higher educational institutions to help implement it. You did a great job on that.

Secretary RILEY. Thank you. And certainly this committee deserves an awful lot of that credit, and we appreciate that.

Mr. ROEMER. Secondly, on hiring Tom Wolanin, it is strange for us Members of Congress to see him sitting in front of us rather than turning around to ask him for advice. So I am sure he will do well at the Department of Education.

Secretary RILEY. We are pleased to have him.

Mr. ROEMER. He is going to do good things for you.

My questions involve the Chapter 1 program and, secondly, a question about the new merging of the Eisenhower program and the Chapter 2 program.

And the first question about Chapter 1 gets at the difference between principle and practicality and application of this formula. Certainly, your principle is one which I very much share.

Having visited inner city schools in Chicago that aren't in my district or even in my State, I have seen these schools and many

of them are in deplorable condition. The effects of education are completely diminished, and any opportunity for children, generations of children, to excel has been devastated. We have a moral obligation and a financial obligation to help these schools get better. That certainly is something that I believe very, very strongly in.

Your analogy about a strong rope getting to those children most in need, I think is a very good one. I believe that it needs to be expanded a little bit, to say that it also matters who is holding the rope. And I am very confident that you and the President, hopefully, will be able to get more than $7 billion for Chapter 1 funding. We must cut the Central Intelligence Agency budget and cut the space station—I have been a leader in trying to get that cut—that we can get more moneys for these education programs that are so important to us.

In terms of the application of this, you have expanded schoolwide programs, making more schools eligible by reducing eligibility from 75 percent to 50 percent.

Let me give you the practical effect of that change. It will open up about six or seven schools in an inner city in my district. But, at the same time you open up eligibility for that program, the effects of the new formula will cut funding for my schools in each of my counties by over 50 percent. I represent the second poorest county in the State of Indiana.

Once the hold harmless provision is exhausted, the funding will go from $608,000 to $294,000 per year. So this rope needs to be not only held by you and the President, it needs money to strengthen the rope to get to these children, but it also needs the flexibility in applying the principle of getting this rope to poor children.

The poor children are not only in Chicago, but they are in small pockets of rural areas or inner city areas in relatively affluent communities. And I applaud you opening up the schoolwide program, but if they can't get access to improve their schoolwide program because funding is cut by 50 percent, that hurts our Chapter 1 program. So I certainly look forward to working with you to see how this is applied. And that is my first question.

And the second question is on Chapter 2.

I know that you say such funds as may be necessary in funding the new Eisenhower program. I am very, very interested and committed to improving our resources for teacher development and training. It is critical if we are going to give them more responsibility and get new curriculum and technology in the schools. Can we be more committed to certain funding levels to this new program? Specific levels so that we are not taking money out of that to fund other pots?

And, secondly, in terms of educational institutions, they are limited to about 15 percent of the funding under the new allocation in this new merging of programs. And many studies say that the higher educational institutions are the best teachers for local educators to improve research and development. Can we get better flexibility in getting these higher education institutions more of this money?

Secretary RILEY. All right, sir. On your formula question, I think the way you stated that—I am sorry you took my analogy and used

it to my own value. It is a good analogy, and your observation is very accurate and something that we are sensitive to and concerned about.

We want to provide funds for poor children. And I assure you, as you suggested, we would work with you and other Members of this committee that have similar situations.

The formula, I don't have to tell you all, especially those of you who have been working with it for years, how complex it is. It is very, very difficult. And all I can say is that we want to stick by our principle, and that is the prioritization of the very poorest schools. And we would welcome working with all Members of the subcommittee with that principle held strong.

And so why don't we proceed to look at it in that fashion? And I know other members of this group have the same concern.

Mr. ROEMER. I appreciate that.

Secretary RILEY. The Title II and Eisenhower—and I appreciate, again, your support for teacher development. We do think that is such an important part of this package.

We are talking about if you pull those two programs together, and then you have a 50 percent requirement in there for local involvement, you are looking in the neighborhood of $1 billion for that program. And so we think that the way it is designed, the concentration of those kinds of funds in the area of professional development for all core subjects, we think can be very, very significant.

Mr. ROEMER. Can we say that, Mr. Secretary, rather than saying such funds as may be necessary? So that we don't have the tendency if we don't get the Title I funding to the level——

My fear, Mr. Secretary, is that we are not going to have enough money from the appropriators for all these good programs. And unless we can cut some of these other CIA budgets and space station budgets and ballistic missile defense budgets and get some of those funds, which I hope you have very serious discussions with the President in his new budget next year, that we will take money out of these other programs to fund the Chapter 1 program. And I am very concerned about making sure that we get these teachers and staff the necessary resources to live up to Educate America and to live up to this new reauthorization.

Secretary RILEY. Well, I mean, you sure won't have any argument out of me. I do think when you have Mr. Panetta or some of the other groups in that you can discuss these issues in a very serious way because I do think that it is very important. But, within the realm of what we are talking about, we think we can have a significant program. But there is just no question in my mind, more money—significantly more money—would be money well spent for the children of this country.

Chairman KILDEE. Mr. Boehner.

Mr. BOEHNER. Thank you, Mr. Chairman, and, Secretary Riley, welcome to the committee.

I, too, have concerns about the Chapter 1 formula proposals. I understand the constraints that you are in, being realistic, as Mr. Roemer has pointed out, about the effects of the budget and the funds that are going to be available.

I do see in your draft that there is some attempt at streamlining or reforming the application process for grants. Knowing that most

schools in America are going to be fortunate to get what they had last year, with most probably not getting what they had last year, I believe there is one thing that we can do to help every school district in America and that is to reduce the paperwork burdens and mandates coming from the Department of Education.

Can you elaborate a little bit more on your proposal to reduce the paperwork burdens in the grant process and any other ideas that you may have with regard to paperwork reductions for schools?

Secretary RILEY. Yes, sir. And you are very correct in saying that there is way too much now. And certainly we favor streamlining that in many ways.

First of all, Goals 2000 is in place. Goals 2000 calls for an action plan on the part of every State, and the State then for the school district or whatever. Those are systemic reform plans that deal with the entire body of education, which are extremely important and carefully crafted.

If a State is a Goals 2000 State, this plan will substantially satisfy the needs of the paperwork as far as the ESEA. Not fully, but it would be substantially the same kind of information because we are putting all young people in the same category with high standards, assessment and so forth.

If you are not a Goals 2000 State—and the way we anticipate it, most all of them would be, if not all. But if they are not, they still would be able to have a much more streamlined form that would require a whole lot less paperwork in terms of falling into these categories.

Tom, do you or Mike want to add to the specifics?

Mr. PAYZANT. Congressman, I would add a couple of examples. One, the ability for States and local school districts to combine their administrative dollars so that they don't have to track them and report on them program by program with separate reports is another example.

And no longer having the requirement that, to meet Federal expectations, every school district will have all of its Chapter 1 children tested every year in every grade level that participates in a Chapter 1 program—I can tell you as a former superintendent, this will be a big change and will cut down a lot of paperwork.

And, more importantly, limited testing time for students. That will be replaced by what the States are doing with their State assessments, but there will not be a separate Federal requirement for additional testing.

Secretary RILEY. Probably one of the biggest items would be the expansion of the schoolwide program under ESEA, which would mean the accounting would be on a schoolwide basis as it would normally be. And you would eliminate the single tracking of students under ESEA within the system. It would be all young people in the same category handled together. And that would be a large reduction in administrative paperwork.

Mr. BOEHNER. Let me suggest that, as this process continues, the members of this committee and the Department be very aggressive in finding ways to eliminate as much of this burden as we can, given the financial constraints that we are in.

In one other area, Mr. Secretary, are there any provisions in your draft for school choice, whether public or private?

Secretary RILEY. Well, there is a strong reference to charter schools and, of course, magnet schools. There is a separate program within ESEA. The magnet school program is underfunded, and I think some of us are finding out about that as a competitive program. And way more applications than we can afford to fund. And it really works well.

The charter school concept is one that is supposed to make it more interesting and more options available to be creative in the public school arena. Public school choice, of course, is referred to in Goals 2000 and would be anticipated in all of this concept of systemic reform.

There is no reference, of course, to the voucher system and to transfer to private schools of tax funds.

Mr. BOEHNER. How do you envision that students would be selected for these charter schools?

Secretary RILEY. That is a local school district issue, and, of course, you have to have certain safeguards in there, civil rights kinds of issues and safety issues and so forth. But it is really a local school district measure and a State decision.

Mr. BOEHNER. Thank you, Mr. Secretary.

Thank you, Mr. Chairman.

Secretary RILEY. Thank you, sir.

Chairman KILDEE. Mr. Green.

Mr. GREEN. Thank you, Mr. Chairman.

Mr. Secretary, again, welcome back. And unlike other Members you have heard before, I think your formula is fine.

I was in a conference last week with my superintendent from a Houston independent school who was bragging on the administration. But I understand that the problem—as I left last Thursday, I went out to my neighbor's district for one of our field hearings and heard the problem of having poor children in fairly wealthy counties or districts, and so I am sensitive to that. And I am real close to Lynn, too.

Let me talk about what Congressman Sawyer mentioned about the 10-year reauthorization and also using the 10-year census because we talked briefly about that earlier.

And I thank Congressman Sawyer for pointing out that at one of our earlier hearings that we had Alan Ginsburg from the Department who said that on February 25 that there was a possibility because they had talked—the Department had talked with the Census Bureau that you all would be able to get a two-year number based on States and probably even counties.

And I understand the problem you are having with the ILS and not releasing it, but that is where we need to be involved, to say that we need to do it on a two-year basis or at least on a five-year basis. Because if we have a 10-year authorization and a 10-year census lag, we are going to see the same problems that we have seen in the last few years.

I am still asking why it took us to 1993 to use 1990 census data when we drew the districts in 1991. I think a 10-year reauthorization without flexibility and using new numbers, it could really cause problems with growth rates or declining student enrollments.

But the RAND study that you talked about, I think the administration has addressed a great deal of that and also the rec-

ommendation for the 11 percent increase in Chapter 1. And, of course, RAND recommends 50 percent. I think we can take care of the problem if we adopted what they wanted us to do.

But the 50 percent—but—and I know what the administration is trying to do is pinpoint that money to those poor districts because I represent a great many of those poor districts and those poor schools. And to really see some impact—you know, 10 cents on the dollar will not get the impact, but 30 and 40 cents may do it in some of those real poor schools.

And so I can see why you are doing it.

The other concern that I see is that while we are doing that is to see, instead of using county data, because you do have pockets of poverty, for example, in some school districts and even below school district lines, but if that is a possibility to look at individual school districts within a county to see if we could utilize that and pinpoint that funding, and that may also help some of the problems with Congressman Roemer in Indiana to address it.

And I also—and I again congratulate the Department not only to the formula that we have a long way to go with, obviously, in the committee, but the Chairman and I—not Chairman Kildee but Chairman Ford and his statement on it, but also the way the proposal is dealing with the limited English proficiency. You know, a growing population, we are recognizing that and I know a lot of States have recognized that for years, California and the border States. But I think we are seeing that recognition here in Washington that we have to address that.

Secretary RILEY. Thank you, Congressman.

And why don't we all plan to continue to work on the census issue? I think we all agree that that would be more preferable. But, of course, the cost becomes a problem and the accuracy and other issues in the IRS rules, but we certainly want to work with you on that. If we could have a shorter timeframe in terms of readjusting the formula it would be better for everyone.

Let me mention this on the school district issue. And I don't know if I mentioned it, when other questions came up, but there is some leeway in the State to direct some funds in that direction. We increased the set-aside from 2 percent to 10 percent in this recommendation. And that is a factor that can be helpful in a real serious situation—and, Congresswoman Woolsey, it would affect your area perhaps also with concerns that have you expressed.

But that is a feature. I don't want to say that that is a panacea to solve those problems because any of those funds that are pulled out of there and put into a district that has a unique problem reduces funds that are available for the very poor districts. And we want to hold to that priority.

But that is a feature in here that is kind of a release valve for a real bad situation.

Mr. GREEN. Thanks, Mr. Chairman.

Chairman KILDEE. Ms. Woolsey.

Ms. WOOLSEY. Thank you, Mr. Chairman.

Mr. Secretary, thank you for coming today and for being accessible to me and my staff. And you mentioned that you are proud of my staff. I want to tell you that I am proud of you and this report and this recommendation. Last night when you came on to the

floor I turned to the Representative next to me and said, that is my Secretary.

Secretary RILEY. Oh, well, thank you.

Ms. WOOLSEY. And the reason is I have every confidence that we are going to be able to work together on this formula.

Secretary RILEY. After that comment, Congresswoman, I am going to reconsider the formula.

Ms. WOOLSEY. I knew it. Don't be that easy.

But I know we can prioritize the poorest districts and at the same time not ignore poor students in poor pockets, even though not all the districts are poor.

I come from—and it is an understatement—a less poor district. We have a very affluent district, but we do have poor pockets of students and the people in my district are concerned about them. So I don't think we should be pitting the poor against the poor and taking away from the poor to give to the poor.

And, at the same time, we have to look at the taxpayers in these less poor districts who—for example, in my district, we contribute far more than we receive in services yet are willing to continue to support services nationwide. But I think we want the support of those taxpayers, also.

And I just have confidence we are going to be able to work this out. I heard that today from you. And I will be able to go back home and tell them we are going to keep working on this. Am I correct?

Secretary RILEY. You are exactly right. And, as I say, we wanted to express our principles, and this is the best way that a lot of attention could be given to directing the formula. But we fully recognize the process. And the proverb that I cited indicated that I am certainly willing to be corrected or changed. But this is how we think the best approach should be. But we look forward to working with you in the process.

Ms. WOOLSEY. Well, we don't want to leave out the other poor kids, and they are there. And I hear you saying that.

I have another issue that I know you are aware of. The professional training in Chapter 2 is so important and the focusing on the poor students, everything that you say in your principles I support 100 percent. But I remain concerned that, no matter what we do, if we are not supporting programs so that children can enter the schoolroom ready to learn, we may be throwing these funds away.

So, you know, I support coordinated services which fit right into your linkage principles. And I would like us to start thinking of where we can fund these. Maybe we can work with you on finding other funding sources for the coordinated services and the link-up programs so that funds we spend out of ESEA then can be used to their fullest.

Because we don't want to be educating our teachers to be social workers. We want them to be able to educate students who are ready to learn because when students come to the classroom with outside problems and they need child care and they are hungry or they are not well, maybe that is not an education problem to start with, but it ends up being an education problem in the end. So can we work you on that?

Secretary RILEY. Absolutely. And I think you know that most of my work in government has had a strong attention and direction toward early childhood education and development. In my State that was certainly one of my very chief interests. And maternal and infant health right on through.

And if we are going to do something about the problems out there, especially for poor kids in this country long term, anyone who analyzes that situation would say that you have to start very early and you have to look at a lot of things other than just the school system. And we know that.

This measure, though, as I say, is an education measure. And while all of that is related and we try to build in here language, especially with screenings for those early years where the money is not there otherwise from medicaid or whatever, that these could be last-resort funds for that and the glue money to work closely with communities and in health services and other related issues.

We recognize the importance of what you are saying, but I think all of us that are interested in education need to constantly work to improve early childhood education. And in Goals 2000 we make the statement about the child coming into the school system ready to learn. That is preschool. And I strongly support that.

Ms. WOOLSEY. Thank you.

Chairman KILDEE. Thank you.

Mrs. Mink.

Mrs. MINK. Thank you, Mr. Chairman.

I would like to join my colleagues here, Mr. Secretary, and extend my heartiest congratulations and support for this legislation that you have brought forth today. And I believe that it focuses on many of the issues that we have been concerned with.

There are not too many of us in the Congress who were here when the initial Elementary and Secondary Education Act was passed. But I happen to be among one of the few left. And I recall the debate during that time, and it was the hope that the country was ready for general Federal aid to education, but, evidently, it was not.

And there were many, many reasons for the focus that the Congress chose in elementary and secondary education and decided to put the emphasis on the poorest in our country. And I still think today, after 30 years or so, that this is the appropriate approach.

We still need to concentrate what limited moneys we have on the poorest in our country and to do everything we can to upgrade their educational performance. And, if we do that, then we upgrade the general performance of our total school community. So I applaud you in that. And I know that there are differences on this committee, but I wanted to state out front my wholehearted support of that concept.

Secretary RILEY. Thank you.

Mrs. MINK. I do think that, in looking at the overall changes that need to be made in elementary/secondary education, that it should be in some sort of an integrated package. And so my first question is with respect to the professional development emphasis that you have in Title II.

I would hope that emphasis could be more distinctly directed to the targeted schools that have the highest concentrations of poor

children so that what limited moneys we have to direct under Title II for professional development go into the schools where we have already decided we have the biggest and largest challenge and opportunity to make a difference. And so if we scatter the professional development funds throughout the school systems, it would negate the whole idea of an integrated thrust. And you are giving Title II moneys based upon poverty already. And so the formula already takes into account the distribution of moneys based upon that.

And it seems to me quite coherent and logical that there should be some way that we could write into Title II the direction of professional development priorities for those schools that are receiving the Chapter 1 funds, and I would like to have your comment on that.

Secretary RILEY. Well, that is an interesting observation.

The general concept, of course, moves toward the whole school and all children growing up together and teacher development, of course, being in that—coming into that framework. However, I would welcome an opportunity to work with you to analyze that situation and see if there is a better way to direct that.

And I welcome Tom or Mike responding.

Mr. PAYZANT. I think your observation is pertinent in terms of the overall thrust of the proposal. My view is that there was a lot of movement in our school district of teachers from now Chapter 1 and the future Title I schools to non-Title I and back and forth.

And I think the argument can be made in the area of professional development that we really have to put out a broader net and bring all teachers into it because we don't want to establish a situation where teachers feel that they can only teach in one kind of school with children with one set of needs. And if we are really going to get all children to meet high standards, then we have got to not only have all teachers being familiar with them but knowing how to work with a diverse student body to get them there.

And I think that is the best case to be made for having the professional development net go to all schools rather than just those that have high concentrations of poor children.

Mrs. MINK. Well, my time is rapidly diminishing I see, and I know that others are anxious to put their points on.

But I hope, Mr. Secretary, that we will have an opportunity later to pursue this area because I think that that is something that I have long been committed to, to tie together teacher training and teacher development with whatever we do with our funds. And I would hope that you are amenable to a larger funding package for this whole elementary/secondary so that we can expand some of these programs.

I commend you for including the women's equity section and the arts section, which I think is so vital, as well as the gifted and talented areas.

One point on accountability that I want to make before my time is finished and that is in determining accountability and performance in schools that receive the money. I hope there is a better way for testing whether the funds are wisely spent among poor and among the non-English speaking proficient categories and the migrant children and so forth so that we can have an accurate test

of where we were initially and where they have come to, not on the larger national scales but based upon their incremental achievements.

And, Mr. Chairman, I hope that we will have an opportunity to pursue all of these matters in other hearings and that we might, for instance, bring in the people who wrote the RAND Report and engage them in some discussions with reference to what we have heard here today.

I also want to support the opportunity to have census figures earlier than the 10 years when we are doing the 10-year authorization.

Thank you very much.

Secretary RILEY. Thank you, madam. I think all of those points are very, very pertinent, and we look forward to working with you as we move through the process.

Chairman KILDEE. Thank you.

Mr. Reed.

Mr. REED. Thank you, Mr. Chairman.

Mr. Secretary, I, too, want to add my commendation to you and to your staff, particularly to you for your overall stewardship of the Department, the consideration and patience that you have shown in dealing with these issues and most particularly in the proposal that you have presented to us today.

I think your ideas for Chapter 1 are exactly in the right direction. I hope that reports of their premature demise are not only exaggerated but wrong. I know that there are details to be worked out, but we have to, I think, respond to an incredible dilemma, particularly in our urban areas.

The Mayor of Providence routinely talks about the fact that 60 percent of the students in his school system, about five years ago, were immigrants.

There is a high concentration of poverty, a high concentration of new Americans, new people coming into the system, and I think we need to recognize that it is not just the individual circumstances of a family that causes educational problems but those problems are exaggerated by high concentrations of poor people. And I think you have to look at overall ability of the system to respond. And in most urban areas that ability has long since expired because of many factors.

I think all your Chapter 2 proposals are interesting and, again, a proper direction to head. Chapter 2 professional development might be the best point of leverage that the Federal Government has to improve the quality of education. I think we can, with innovative and creative approaches to professional development, move the system along.

I have been taught myself the last few months about the intricacies of Federal-State relationships, and perhaps professional development is an area that we can proceed with a great Federal initiative.

Secretary RILEY. And I think you and I could write the book on that.

Mr. REED. We can, Mr. Secretary.

I would ask you about this concept of corrective Federal action, but I have you in enough trouble already. So I will simply say that

I look forward to working with you through this process and for a very long time, Mr. Secretary.

Secretary RILEY. Thank you very much.

Chairman KILDEE. Mr. Engel.

Mr. ENGEL. Mr. Chairman and Mr. Secretary, I was here earlier and due to conflicts I left and came back. It was perfect timing.

Secretary RILEY. It was.

Mr. ENGEL. I want to, first of all, thank you for your hard work and dedication. And I wanted to say that, from my perspective, it has been a pleasure as a Member of this committee working with you. We have an exciting agenda this year, and I am just delighted with the close working relationship between you and your office and this committee. And I really want to say that publicly because I think you deserve a world of credit.

Secretary RILEY. I thank you very much. And likewise your relationship and with all the Members.

Mr. ENGEL. It is obvious that this legislation is the result of really a great amount of thought and expertise and serious consideration for the needs of everyone, students, parents, teachers, and administrators. I believe that the Federal Government has to play a leadership role in reforming the American education system while allowing for innovative local and State reform efforts. It appears to me that this comprehensive proposal will achieve just that.

As a former teacher and guidance counselor and my wife as well and with two children in school and one on the way, I have a personal stake in what is going on in our education system.

I want to just mention one point, that I have worked very closely with our Governor—Governor Cuomo—and particularly his wife, Matilda Cuomo, on a mentoring program. And as a former guidance counselor I really believe that mentoring can go a long way toward helping the youth that need some kind of guidance, particularly those that come from poor areas, be they urban or rural. I feel very strongly that, in the ultimate package that is passed, we need to have a strong mentoring component. I just want to hear your comments on that.

Secretary RILEY. Well, I am familiar with the work of Mrs. Cuomo and others. This idea of mentoring is so important, this connecting up of young people with individuals with whom they can relate and have respect for. And we see that in school-to-work, a measure that Labor and Education and you all are working on, this idea of mentoring for future employers, young people talking to those who are out in the field working.

And this reference here to mentoring is a strong, supportive concept for those schools with a high percentage of poverty.

Tom, do you want to elaborate on that some?

Mr. PAYZANT. One of our proposals, Congressman, is to require school districts that have schools at the 75 percent poverty level and above to serve those schools first. That would include junior highs and high schools, some of which have not been served under the current law. And those schools would be required to develop a plan for how they were going to address the needs of their students.

And we specifically say that career awareness, in addition to the academic programs, and mentoring and counseling, should be part of that overall plan. Because we all know that too many of the young people in those schools do not have a caring adult in their lives.

Mr. ENGEL. I am happy to hear that. I really couldn't agree with you more, and I will be pushing in this subcommittee to make sure that whatever bill we ultimately pass has a very strong mentoring-counseling component. And thank you very much.

Secretary RILEY. Thank you.

Chairman KILDEE. Mr. Payne.

Mr. PAYNE. Thank you very much.

Mr. Secretary, it is good to see you again. I certainly would like to commend you for this relatively comprehensive reauthorization.

We do have some amendments we would like to add to that. There is concern about the Title I money, and I know that has been brought up. States like New Jersey were hard hit under the census undercount. Our State, I think, lost $34 million.

And under the economic stimulus package that the President tried to get through early in his administration, there were funds to replenish Title I, as you know. We were going to get $28 million under that proposal, but Mr. Dole took care of that.

But we still have the shortfall, and it is having a negative impact, particularly even in Newark where we have an $8 million shortfall. And I would just hope that, as Congresswoman Mink mentioned, if we could expand upon it but to try at least to hold on to the impact that school districts in the northeast, primarily where the undercount of Maryland and New York and New Jersey happened to occur, it is really hurting us a great deal.

I would just like to also mention that we would like to really do some additional work on Title I on the Even Start family literacy program. As you may or may not know, I am the author of the National Literacy Act for the last five years where we encouraged literacy programs in States and coauthored the literacy bill with Congressman Sawyer which created statewide literacy councils and created the National Literacy Center. And there are a number of things that I would like to work on to embellish what is already in the Act.

I have been working closely with Governor Cuomo's wife, who chairs the New Jersey Literacy Council, and Ms. Tyson from Arkansas, from the Tyson family, who chairs the Arkansas Literacy Council. We were shocked at the recent report that came out weeks ago at the high level—50 percent of Americans are functioning—50 percent are functioning at a less than desirable level to handle the 21st century. And it was very disturbing that in African-Americans it was as high as 50 percent at the lowest level and 30 percent at the highest. And that means that it is almost 80 percent that are functioning at a level less than competent to do high-tech and to be in the forefront of the 21st century.

So I think that there has to be much more emphasis on the 30 million people that are determined to be illiterate in this country and another 30-some million that are working below the level.

The report was just astonishing from what it showed us on how literacy continues to change because in order to function at a high

proficiency level and to be literate in the future is certainly not what literacy was as we all know 20 years ago, and that is what makes it difficult. It is a moving target.

And so I would like to deal with that Title I part. The Even Start program, I think, is a good beginning. I think there are ways that we could embellish that, try to get additional work going on that.

I would also like to mention the mentoring. In Newark, if you are a person who is dealing with mentoring and would like to see one of the most successful programs in the country, it is the one-to-one program in Newark where several hundred high-level mentors, police chiefs, physicians, architects and other people, have started and over the last year-and-a-half it has grown about 250. It looks as though there may be as many as 500 mentors that actually spend time with a person in the Newark school system every week.

I could certainly give you additional information on that because this may be a prototype that you want to look at in addition to what Mrs. Cuomo is doing in New York on mentoring.

And, finally, on the Stewart-McKinley Homeless Assistance Act. You know that you are looking at some of those areas, and I am pleased to see phrases like "to the extent practical" will be eliminated.

That reminds me of the 1954 Supreme Court decision, "with all deliberate speed." And now, in 1993, we find that deliberate speed is rather slow because we find that there is more desegregation and we are probably more segregated in 1993 as we were in 1954. So when I see terms like "with all deliberate speed" or "to the extent practicable," I get concerned. And so I am pleased that that has been taken out of the language that we use, and the business of primary or related, which will be clarified.

Even with the Americans with Disabilities Act, we saw a lot of that in the watered-down version, and I hope that we could revisit that bill because we had this "where practical" or "to the extent possible" you should make access for handicapped people. And so I commend you for strengthening that part.

But I think more attention has to be given to this homeless question. Transportation, as you have indicated, is a problem. But, also, in some cities, homeless shelters are near certain schools, and rather than only requiring that a liaison to the homeless be permitted to become necessary at a school, I think that more has to be done.

As a matter of fact, you may or may not know that most homeless shelters prohibit families from reentering the shelter until 6 p.m. or 7 p.m. in the day. I mean, if you have got a two-month-old baby or three children ages 2, 4, and 6, you cannot go into a homeless shelter until 6 p.m. They say, we don't want to make it comfortable. We want you to try some other way.

And, therefore, it should be the school center—especially in areas where there are homeless centers in that area—I think we ought to look more carefully at programs in the areas where we know that homeless shelters are in that location.

And I also would like to give you some more of my suggestions on that particular issue.

Thank you.

Secretary RILEY. Thank you so much, Mr. Congressman.

Let me point out in passing that I am so proud that a South Carolinian was just chosen as a Miss America, a beautiful African-American woman who puts as her chief priority the homeless in this country. And I think that is a great shift of sensitivity. And I am very proud of that.

Mr. PAYNE. I look forward to working closely with her.

Secretary RILEY. And I do, too.

The Even Start program, Congressman, is a strong program, and I thank you for your support of it. This business of family literacy is so important. And, as I said earlier in my statement, I don't make a speech without talking about the importance of parents and other members of the family spending time with their children and so forth. And that program is just grand.

And the matter, as you know, is goal five of the national goals. This deals with literacy. Goals 2000 would be a commitment to literacy for this country. We strongly support that. The report was troubling, but, as you very carefully observed, it was a different kind of a report.

And I don't want people to think it was the old measure of literacy that a person can sign their name. That has very little to do in today's world, as you observed, with the function of being skilled or meeting your goals in today's economy and society.

So that is another thing about the new kind of testing. But this is an interesting—troubling but interesting—report that helps us know where to go. But I thank you very much for those points.

And, by the way, Mr. Chairman, we will certainly contact you about the New Jersey and Newark one-to-one program, and we want to find out more about that. Perhaps we can go visit them or whatever.

Chairman KILDEE. Thank you very much.

A bell has rung. There is a vote taking place in the House now.

I want to thank you, Secretary Riley, for joining us this morning with Mike Smith and Tom Payzant.

As one who helped establish the Department of Education—it is one of the bills I cosponsored—I know I was right in that. Sometimes you wonder. But as one who helped establish the Department of Education, I want to say that you have assembled, in my estimation, the finest team that we have ever seen in that Department, and you are well represented here this morning, and that is a great blessing for this country. You have assembled people who are greatly respected, headed by yourself, and I personally appreciate that and personally feel fortified in my judgment in helping to create the Department of Education. And we look forward to working with you as we both fine tune and mold this proposal.

And I know you have already. Mr. Payzant's time with our staff people is, I think, unprecedented. And very, very helpful and very productive, and I know the Members of this committee and their staff appreciate that. So we thank you for sharing him with us. He has really been a part of the team over here.

And I think that you have come up with something that really can help form and shape the future of education in this country more than at any time since 1965 when this bill was first made into law with the help of the Chairman of this full committee, Bill

Ford, and the President of the United States, Lyndon Johnson. So, again, thank you.

We will leave the record open for two additional weeks, and some Members may wish to submit additional questions in writing for inclusion in the record.

Secretary RILEY. We welcome that. Thank you so much, Mr. Chairman.

Chairman KILDEE. Thank you. We stand adjourned.

[Whereupon, at 12:13 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows.]

STATEMENT OF HON. THOMAS C. SAWYER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Mr. Chairman, I want to say what a great pleasure it is to be here this morning and to thank the Secretary for both the product he has crafted and the extraordinary degree of consultation which he and his staff have demonstrated.

Mr. Secretary, the proposal you have sent Congress will, I believe, bring this Nation's federally-supported elementary and secondary programs in line with the requirements of a changing and complex world, while keeping faith with their origins.

I especially applaud your recognition that the educational goals of disadvantaged students are, and should be, governed by the same high expectations we have of all students. I can think of no greater affirmation of the belief that the American system of public education is one of the most powerful tools we have to ensure equity of opportunity.

As Secretary Riley knows, I have several issues of that I look forward to pursuing with the Department as we move along this process. As the Chair of the Subcommittee on Census and Population I am greatly concerned that as we make decisions with respect to changing the way funding is driven in each of these programs, that those decisions be governed by the use of the best data available. Our ability to build a consensus around whatever solution we choose depends on that.

I also look forward to working with the Department on their proposal to create an enlarged professional development capability, linked to high standards and curriculum reform. I agree that the key to the success of everything else we are seeking to do in ESEA is dependent on whether our Nation's teachers are properly equipped and trained to assume this mission. While I agree that we need to build a critical mass of resources to support a general professional development effort, I am concerned that we not diminish the momentum we have so painstakingly built in improving teacher training in the arena of math and science. I am sure that the Secretary agrees that it is in this area that the professional development needs are the most critical. As a long-time advocate of the Eisenhower Math and Science Program, I agree that Eisenhower can serve as a model for what we do in other core subjects. However, we need to plan and prioritize very carefully in order to preserve and enhance the progress we have already made.

Again, I want to thank Secretary Riley and his staff for opening the doors and windows. Much work lies ahead, but the steps you have taken are strong and bold and I look forward, as I have not for a long time, to the endeavor.

STATEMENT OF HON. ELIOT L. ENGEL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. Chairman, I would like to thank you, the subcommittee staff, and Secretary Riley and his staff at the Department of Education for working so diligently to facilitate comprehensive national education reform through reauthorization of the Elementary and Secondary Education Act. I believe that your hard work has resulted in a truly innovative national education proposal in the form of the Improving America's Schools Act.

It is obvious to me that this legislation is the result of a great amount of thought, expertise, and serious consideration for the needs of students, parents, teachers, and administrators. I believe that the Federal Government must play a leadership role in reforming the American education system, while allowing for innovative local and State reform efforts. It appears that this comprehensive proposal will achieve just that.

As a former teacher and guidance counselor in the New York City public school system, and the father of two children, I have seen first hand, how our Nation is failing to meet the needs of our children. Erratic leadership efforts, diminishing financial resources, inadequate coordination efforts, and insufficient information sources have resulted in sporadic and somewhat isolated educational improvements. It is time to take a comprehensive approach; we can no longer continue "business as usual."

High standards for *all* children, professional development, parental and community involvement, and expanded flexibility based on increased accountability are appropriate and necessary reform components upon which to build. I greatly look forward to working with Chairman Kildee, Secretary Riley, and my colleagues on the Education and Labor Committee during the weeks ahead to further improve the Improving America's Schools Act.

Thank you.

STATEMENT OF HON. GENE GREEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. Chairman, I would like to express my support for the administration's proposals to reauthorize the Elementary and Secondary Education Act. I believe that the bill presented today represents a good starting point and I look forward to working with my fellow committee members to craft a final version of this bill.

I would like to take a moment to address an issue of primary concern to myself as nearly every member of the committee and that is the issue of the funding formula. As you know, I have taken great interest in this issue and while we all have very different ideas about the formula I hope we can all work together in creating the most equitable system possible.

The administration's proposed formula has a great deal of merit and I would like to commend the Secretary of Education and his staff for coming up with this intriguing proposal. The administration has faced up to the tough issue that we are spreading our money too thinly and while I would rather be facing a situation where we had more funds to be allocated I respect the administration's intentions to put these funds where they will do the most good.

We have a long way to go before we agree on all aspects of this bill. The issues of bilingual education, equalization of funds and the elimination of some programs will be the source of intense and heated debate. However, I believe that the final version of this bill will be one that addresses the concerns of all those affected by this legislation.

The hearings process has been extremely important to me as a freshman member of this committee and I would like to commend Chairman Kildee for having such an extensive hearing schedule. I would especially like to comment on the hearing on bilingual education and mention to the members who could not attend this meeting that we heard some remarkable testimony from people who experienced bilingual education first hand and who all agreed that this program works and is not only worth continuing but expanding.

I would like to conclude by saying that I am optimistic that we can use this bill as a tool to make some real changes in our education system and to leverage a great deal more effort from the States. Given this opportunity, we should renew our commitment to our students and education professionals to put our differences in opinions aside and do the best we can to create a system that benefits our children first. Thank you.

Statement by
Mary Ann Smith
Co-Director and Representative
National Writing Project
September 22, 1993

The National Writing Project (NWP) is seeking reauthorization of Federal support through HR 521, co-sponsored at this date by 92 members of the House of Representatives.

The project works to improve the teaching and uses of writing at all grade levels in all disciplines. To this end, the project has leveraged its two-year Federal appropriation ($1,951,975 in FY 1991-92 and $2,499,975 in FY 1992-93) in several important ways:

Accomplishments with Federal funding

1. Each year we multiplied our Federal investment by more than five times. For every Federal dollar, we were able to garner over five additional dollars from state, university, school district and other local sources to support the work of the National Writing Project. This 5 to 1 ratio makes the Project uniquely cost effective.

2. We reached 106,423 teachers in year one of our Federal funding and 125,155 teachers in year two. Since the project began 20 years ago, over 1,100,000 teachers have voluntarily participated in writing project summer and school year programs. Serving so many teachers is both possible and practical because of our teachers-teaching-teachers model. We identify and work with the best teachers in the country so that they can provide inservice workshops for hundreds and hundreds of their colleagues. These National Writing Project teacher leaders are credible with their fellow teachers and, once empowered, the teacher leaders give power and knowledge to others in the profession.

3. Last year we reached nearly 20,000 students through summer young writers camps and over 7,300,000 students of all ethnic and linguistic backgrounds through their classroom teachers. In other words, in a single year, 18% of the nation's K-12 public school students benefited from a Federal investment that amounts to 34 cents per student! The same is true of students in the first year of funding: 18% were beneficiaries of the project. The National Writing Project has squeezed an

astounding amount out of every dollar and has, in the process, improved student writing and literacy across the nation.

Uses of Federal funding

Federal funds are used for the following purposes:

1. To provide support to local sites for teacher-centered summer and school year programs, including summer institutes, inservice workshops, teacher research, portfolio assessment, writing across the disciplines, issues in urban education, issues in teaching non-native speakers, issues in rural education, parents as partners, writing and computers, and so forth.

2. To make research and best classroom practices available to teachers and their students through the programs listed above.

3. To plan and conduct national programs that support the work of local sites, including the annual NWP meeting (attended by 450 directors and teacher leaders), the annual review session to evaluate the work of each site, NWP Advisory and Board of Directors meetings, meetings of state network directors, urban site directors and teachers, and national conferences.

4. To publish materials that assist teachers and directors in their efforts to improve student writing, including a quarterly journal (co-published with the Center for the Study of Writing and Literacy) and a teacher-written series of books.

5. To generate additional and widespread financial support for improving literacy and for improving professional development of teachers.

Evaluation

Our latest evaluation studies, compiled with the assistance of Inverness Research Associates, Inc., demonstrate that student writing *does* improve in the classrooms of National Writing Project teachers. Of particular interest are dramatic gains among low-achieving students. Examples:

- Students in the 14 Chicago schools receiving National Writing Project inservice show significantly higher gains on the Illinois Goals Assessment Program writing test when compared to gains city-wide.
- In South Carolina, the pass rates on the state Basic Skills Assessment Program writing exam have increased by 12% since a local site began.

• In one California urban district, high school students' performance on local writing assessment rose from the lowest to the highest in one year.

• One controlled comparison study in Maryland shows an 18-point difference in mean writing scores.

• Another controlled comparison study, conducted in California schools with 65 - 88% ethnic minority students, shows students of National Writing Project teachers make significantly greater gains, pre to post test, than peers.

The kinds of changes that teachers make as a result of their participation in the National Writing Project are documented in special studies from 62 sites across the nation. For example, in South Carolina, California and Maryland, studies show teachers use more research-supported teaching practices and feel more confident about their teaching. As a result, students write more, spend more time rewriting and learn a greater variety of writing strategies. Teachers continue changing over time, particularly with ongoing contact with colleagues.

NWP focus on diversity in the classroom

The National Writing Project has a twenty-year history of serving teachers of ethnically, culturally and linguistically diverse students. For example, the NWP urban sites network, as well as the rural sites network, focuses on teaching practices and research that will specifically support the literacy learning of diverse student populations. Teachers and directors in these networks meet several times a year and communicate regularly through regular and electronic mail. The NWP Urban Sites Documentation Project also conducts special summer institutes and school-year seminars so that teachers from major urban areas (currently Los Angeles, New York, Baltimore, Philadelphia, Houston, St. Louis, New Orleans, Chicago, and the San Francisco Bay Area) can address urban issues, best classroom practices, teacher research, parent involvement, and authentic assessment.

The need for successful professional development for teachers

The need for ongoing contact among teachers has been documented recently in a five-year study by the Federally-funded Center for Research on the Context of Secondary School Teaching at Stanford University. The study's findings show that the most effective teachers belong to a network of professionals who address and solve problems together.

• In fact, not one of the teachers studied who developed challenging learning opportunities for students worked in isolation.

• Conversely, teachers who were unsupported and isolated relied on old practices or abandoned the teaching profession altogether.

The study's author, Milbrey W. McLaughlin, suggests that creating National standards and assessment is not enough to improve schools. In addition, she says, Congress must underwrite teacher networks and redesign existing programs to promote the view of teachers as members of learning communities.

The need for the National Writing Project

Clearly, the National Writing Project is an important, time-tested, and nationwide model for such professional learning communities. Teachers who participate in the range of National Writing Project programs understand experientially what active learning means and how to help their students become active learners. Teachers who are themselves learners and writers and researchers understand the value -- for themselves and their students -- of using writing for learning and thinking, for constructing knowledge in any curriculum area. Teachers who are leaders in classroom reform understand that reform depends on them and on their devotion to constant professional renewal. Miles Myers, Executive Director of the National Council of Teachers of English, has called the National Writing Project "the best staff development model in history."

The National Writing Project and Goals 2000

The National Writing Project provides a crucial link between Goals 2000 and the implementation of those goals in classrooms throughout America. The intent of the NWP and of HR 1804 "to promote the research, consensus building, and systemic changes needed to ensure equitable educational opportunities and high levels of educational achievement for all American students" are perfectly aligned. Further, the National Writing Project directly affects Goals 2000 in several ways:

1. *Student achievement:* Through its teachers-teaching-teachers national network, the NWP identifies and disseminates classroom practice and research that

• helps students "use their minds well,"

• helps minority students achieve in a manner that "more closely reflect(s) the student population as a whole,"

• strengthens math and science education through its emphasis on writing to learn and to think

• strengthens literacy and lifelong learning through its emphasis on writing, effective communication, critical thinking

2. *Teacher education and professional development:* The National Writing Project has a twenty year record of success in carrying out exactly the objectives of HR 1804: "to attract, recruit, prepare, retrain, and support the continued professional development of teachers, administrators, and other educators," and to establish partnerships "between local educational agencies, institutions of higher education, local labor, business, and professional associations to provide and support programs for professional development of educators."

The future of the National Writing Project

There are still teachers in this country who are working in isolation, who have no access to programs and information that are guaranteed to improve their teaching. And there are children who are on hold with a door to the future closed to them, who do not have an equal opportunity to learn. Many of these children are part of the 38% increase in the last decade of non-native speakers in the United States. Many have yet to engage in the kinds of writing and reading events that will help them learn in all subject areas and later, experience success in the workplace. Expansion of the National Writing Project means equal access and an equal chance to help all students become literate citizens.

The National Writing Project is the only national program in America to improve the teaching and learning of writing and the uses of writing for thinking in every subject area. Across the nation, teachers at all grade levels, kindergarten through university, believe in the project that increases their professionalism. Our over 1,100,000 participants testify to this belief.

Our Federal funding is the catalyst for nationwide investment in literacy. In fact, it is the catalyst for our entire operation and without it, most sites will be unable to continue. On behalf of these sites, of participating teachers and of all those yet to participate, we ask for reauthorization and continued investment in the National Writing Project.

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